DOCUMENT RESUME

ED 424 944 PS 027 070

TITLE	Chapin Hall Projects and Publications: Autumn 1998.
INSTITUTION	Chicago Univ., IL. Chapin Hall Center for Children.
PUB DATE	1998-00-00
NOTE	96p.
AVAILABLE FROM	Chapin Hall Center for Children at the University of Chicago, 1313 East 60th Street, Chicago, IL 60637; Tel: 773-753-2740; Fax: 773-753-5940; Web site: www.chapin.uchicago.edu
PUB TYPE	Guides - Non-Classroom (055) -- Reports - Descriptive (141)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Child Abuse; *Child Advocacy; Child Health; Child Neglect; *Child Welfare; Childhood Needs; Children; Childrens Rights; Higher Education; Policy Analysis; Poverty; Profiles; Program Descriptions; Program Design; Program Guides; Public Policy; *Publications; Well Being; Youth Problems
IDENTIFIERS	*Policy Research; *University of Chicago IL

ABSTRACT

This guide chronicles the ongoing work and writings of the Chapin Hall Center for Children, a policy research center dedicated to bringing sound information, rigorous analyses, innovative ideas, and an independent multidisciplinary perspective to bear on policies and programs affecting children. The guide includes listings of projects and publications, categorized by each of the Center's major research areas. Each category is preceded by an overview of the issues and research in that area. The first section, "Children's Services," details government systems and programs that address severe threats to the lives and well being of children. The second section, "Primary Supports for Child and Youth Development," details efforts to promotes children's development into productive caring adults, and focuses on the operational and administrative concerns of primary support providers. The third section, "Community Building," includes projects that examine particular community-building initiatives and those that look across initiatives. The fourth section, "Schools' Connections with Children's Services, Primary Supports, and Communities," focuses on the formal connections formed between schools and other organizations. The fifth section, "International Projects," provides a worldwide dimension and details a cross-national development of measures of child well-being in 20 nations. The final section, "Special Projects and Consultations," details projects that cut across subjects or activities within the center's research agenda. (Author/SD)

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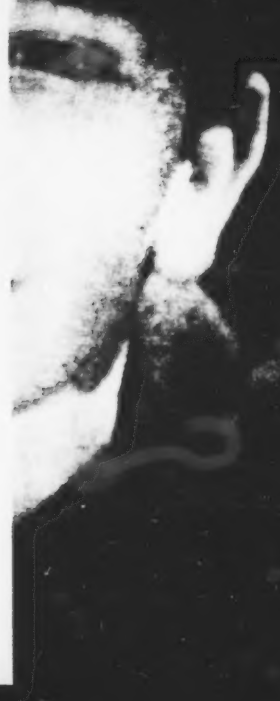

Chapin Hall Center for Children

Projects and Publications

Autumn 1998

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How to Use this Guide

Information on Chapin Hall's current and recently completed projects is presented in individual project descriptions under each of the Center's major research areas. Projects completed more than three years ago are generally listed without description under the heading "Earlier Projects and Related Publications" at the end of each section. The year shown for each project is the year of the project's actual or expected completion. For additional information on a project of interest, please contact one of the staff members listed in the project description.

Publications resulting from Chapin Hall work are presented in two ways: below project descriptions when publications are tied to individual projects, as most are, and under the heading "Other Publications" when they are not. Most of the publications presented are published by Chapin Hall in one of several series: Chapin Hall Reports, Discussion Papers, Working Papers, and Reprints. In addition to these reprints, the listings include work by Chapin Hall researchers published by others in a variety of formats.

This symbol indicates that a publication is available; a description of the publication follows. When no or publication description follows a project description, there is currently no publication available from that project. When new publications become available between issues of this guide, notices are sent to those on the Chapin Hall mailing list.

All items published or distributed by Chapin Hall are available from the Center. An order form is included in the pocket. For publications distributed by others, ordering information is provided with the publication description.

CHAPIN HALL

Projects and Publications

The Chapin Hall Center for Children at the University of Chicago was established in 1985 as a policy research center dedicated to bringing sound information, rigorous analyses, innovative ideas, and an independent, multidisciplinary perspective to bear on policies and programs affecting children.

The Center devotes special attention to children facing significant problems, including poverty, abuse and neglect, and mental and physical illness, and to the service systems designed to address these problems. But Chapin Hall's focus takes in all children and a broad view of their needs. This view includes children's potential as well as their problems, and the supports needed to foster their development—beginning with their families and communities—as well as the services to address their problems. This view shapes the Chapin Hall research agenda, which currently includes the following major areas:

- Children's Services, covering the problems that threaten children and the services designed to address those problems, including child welfare, the juvenile court, and children's health and well-being in other areas
- Primary Supports for Child and Youth Development, concerning the resources in communities that enhance the development and well-being of all children, including parks, community centers, arts programs, and sports leagues
- Community Building, focusing on the development, documentation, and evaluation of community-building initiatives designed to make communities more supportive of children and families, as well as specific issues in community building, such as governance
- Schools' Connections with Children's Services, Primary Supports, and Communities, examining the range of institutions that foster children's learning and development, including not only schools but also families, businesses, services, communities, and the relationships, actual and potential, among them
- International Projects, covering Chapin Hall's involvement with children's policy issues, researchers, and research centers in other countries
- Special Projects and Consultations, covering a range of projects, often undertaken in collaboration or consultation with other organizations

Chapin Hall's work in these areas is characterized by a dual commitment to the worlds of research and policy. This requires that we meet both the exacting standards of university research and the practical realities of policy making, that we work both to advance knowledge and to disseminate it. Chapin Hall is also committed to diversity not only of race, ethnicity, gender, sexual orientation, and physical ability, but also of experience, discipline, and viewpoint.

In this guide, listings of projects and publications in each of Chapin Hall's major research areas are preceded by an overview of the issues and Chapin Hall research in the area.

The projects and publications described here not only present our collective efforts to date but also embody our institutional commitments—to children, families, and communities, to research and policy, and to diversity.

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CHILDREN'S SERVICES

Welfare and service delivery reform currently dominate in public policy debate and action concerning children's services. These developments have swelled the demand for reliable information and analyses on child well-being. Governments and private organizations are struggling to determine whether the attributes of the revised welfare system—such as the philosophical primacy of personal responsibility, a central emphasis on labor market entry, and time limits on cash assistance—are meeting the needs of disadvantaged children and their families.

To meet this demand for information, Chapin Hall's research portfolio on children's services currently includes a number of examinations of the ways in which families use social service programs. This work includes gathering and analyzing baseline information from before the period of welfare reform and assessing changes in patterns of service use following the implementation of welfare reform.

One current study looks at the experiences of families in four states—California, Illinois, Massachusetts, and North Carolina. This collaborative effort among researchers in the four states, sponsored by the Annie E. Casey Foundation, will analyze the ways that cash and non-cash income-assistance programs, such as AFDC (Aid to Families with Dependent Children) or TANF (Temporary Assistance for Needy Families), Medicaid, and food stamps overlap with and relate to involvement with child welfare programs, such as foster care and child protection services. Another study—recently launched—will analyze the use of food-assistance programs, such as food stamps and WIC, to see whether programs aimed at supporting child nutrition have a health-promotion effect and to capture interactions between food-assistance programs and cash-assistance programs.

Chapin Hall is also involved in a number of projects developing and analyzing quantitative indicators of child well-being. We expect that this work will help policy makers and program professionals institutionalize the use of standard measures of child and family well-being in their work. Accurate, standard indicators that illuminate children's conditions, reveal trends in children's needs, and allow comparisons across programs, locations, and populations are valuable tools for policy and program decision making. This work with child and family indicators includes a number of projects, among them one focused on Illinois, a second focused on the use of indicators in decision making by a number of target states, and a third, described in the International section of this volume, focused on measuring and comparing the status of children in the United States and nineteen other nations.

This section presents Chapin Hall's work—research projects and the publications they have produced—in Children's Services, in six areas. Much of the work relating to welfare reform is described under the heading **Service Systems for Children and Families.** Chapin Hall's contributions to assessing the effects of reform and related work measuring child well-being is made possible, in large part, by the Integrated Database on Children's Services in Illinois (IDB).

Built from administrative data collected over a period of up to two decades by Illinois human services programs, the IDB makes it possible for researchers to create a comprehensive picture of the interactions children and their families have with the various services offered by the state. A substantial part of Chapin Hall's work in this area focuses on Illinois, as does the IDB. But this work has meaning for locations elsewhere facing similar circumstances. Moreover, Chapin Hall has disseminated its approach to using administrative data, and is now constructing an IDB-like database for the Commonwealth of Massachusetts. Also found under Service Systems for Children and Families is the Chapin Hall examination of the innovative Community Partnerships for Protecting Children project, an initiative of the Edna McConnell Clark Foundation that is testing the application of community-based, outcome-focused strategies to the transformation of the child protection efforts in four cities.

Among the projects found in the **Juvenile Court** section is a new look at the Child Protection Division of the Cook County (Chicago) Juvenile Court. That study examines the effects of recent court reforms, some of which are related to findings from earlier Chapin Hall

research. The earlier research is detailed in the Discussion Paper *Timeliness and Delay in the Cook County Juvenile Court Child Protection Division*, also described in this section.

Financing is a central element of service reform in the U.S. Managed care is emerging as a key vehicle for fiscal as well as programmatic reform at the state and federal levels. In the **Managed Care** section, an examination of the influence of federal financing mechanisms on the nation's child welfare system is found in the Discussion Paper *Federal Fiscal Reform in Child Welfare Services.*

Ongoing and planned expansion of the Multistate Foster Care Data Archive, a database containing the records of children in state care in a number of large states, will include linking the child welfare records in the Archive with those of other programs that serve the same families in the target states. The Archive is one of the projects described under the heading **Substitute Care and Adoption.** In late 1997, the Archive project published its third report, *An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1994.*

One of the issues discussed in *Federal Fiscal Reform*, mentioned above, is how funds currently used for foster care might be routed to family preservation programming. An ongoing national evaluation of family preservation programs, including New York's HomeRebuilders program, is detailed under **Family Preservation.** Recent writing on family preservation includes the Discussion Paper *Best Interests and Family Preservation in America.*

Key baseline information on child well-being that has direct application to examining the effectiveness and effects of welfare reform will be provided by the State of the Child project, the third comprehensive evaluation of the condition of Illinois children by Chapin Hall under the "State of the Child" banner. The new State of the Child project is described under **Child Health and Well-Being.**

Service Systems for Children and Families

The Integrated Database on Children's Services in Illinois

Robert Goerge, John Van Voorhis

The Integrated Database on Children's Services in Illinois (IDB) is a unique resource for policy and research concerned with children's experiences in the human services system in Illinois. Because the responsibility of each agency is limited and distinct, none currently possesses a complete view of the service history of a family or of the problems with which a family is struggling.

The IDB works to fill this gap in our vision by providing a comprehensive picture of children's contact over time with publicly provided or financed service programs. The IDB makes it possible to produce an aggregate picture of the entire network of relationships linking children and public services using administrative data—that is, data routinely collected by the agencies for administrative purposes that has been reformulated and analyzed to inform research, policy, and management. The database reflects the experiences of the entire population of Illinois children who have had contact with one or more of an array of systems—the child welfare, AFDC (now TANF—Temporary Assistance for Needy Families), Medicaid, food stamps, special education, corrections, and mental health—over the course of more than a decade. With data going back from seven to twenty years in the various service systems, the IDB makes it possible to do longitudinal analyses, tracking trends over time. The database is continually updated and data on new services are added frequently. For example, data from agencies concerned with juvenile justice, income maintenance, and substance abuse are now included.

With major reforms now occurring in the human services system, the IDB is a critical source of information on the impact of these changes on children and families. Chapin Hall's database illuminates poorly understood aspects of the children's services system and enhances understanding of children's contact with, and movement through, these services. The initial analysis of the database provided, for the first time, an unduplicated count of children receiving publicly supported social services in Illinois.

Although the IDB data are about Illinois children and services, the analyses frequently have national implications, and Chapin Hall's methods for transforming agencies' administrative data for policy and research uses are being adopted in many states and at the national and international levels. Analyses include Multi-Service Use Among Families (see p. 15) and Characteristics of Informal Kinship Care (see p. 24). The Integrated Database on Children's Services has been developed by Chapin Hall researchers over the last decade with funding from the Annie E. Casey Foundation, the Edna McConnell Clark Foundation, the Spencer Foundation, the Illinois Department of Children and Family Services, and the U.S. Department of Health and Human Services. Associated publications listed below. Ongoing.

Developing an Integrated Administrative Database

Mairead Reidy, Robert Goerge, Bong Joo Lee, forthcoming

Planning for Human Service Reform Using Integrated Administrative Data

Mairead Reidy, Robert Goerge, Bong Joo Lee, forthcoming

To be published in M. Little and D. Gordon (eds.) *Exploring Research Methods in Social Policy Research*. To be published by the Ashgate Publishing Company, Aldershot, UK

Planning for the integration of human services can be supported by analysis of data from the administrative records of agencies that provide services. The power of these data becomes available to researchers and policy planners when the individual records of services delivered to children and families are integrated longitudinally and across service programs and settings.

In the first of these chapters, the authors focus on the methods used to integrate records. They review some of the advantages that administrative data have over sample surveys and other data sources in examining multiple service use by children and families. They outline the steps involved in accessing, integrating, and using administrative data—such as acquiring agency data, maintaining confidentiality, analyzing and documenting data, database design, record linking, creating summary records, and distinguishing patterns of service use—and discuss the key concerns in these processes.

In the second chapter, the authors illustrate the potential of integrated administrative data to inform human services reform by drawing on the experiences of Illinois state government in using administrative data to support planning for agency consolidation and for a new service delivery system. The authors focus in particular on how administrative data can inform agency-capacity and case-management planning. They also discuss how integrated administrative data can be used to support efforts by communities to join forces with the state to design and implement effective programs.

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Illinois's Longitudinal and Relational Child and Family Research Database

Robert Goerge, John Van Voorhis, Bong Joo Lee 1994
Published in *Social Science Computer Review* 12:3, Fall 1994

The Integrated Database on Children's Services in Illinois (IDB) has advanced statistical research concerned with children's services by organizing a tremendous amount of information from the records of different agencies to allow examination of individual client service-use histories longitudinally and across agencies and service sites. This dynamic, client-level view of human services supports a wide variety of research, including longitudinal analyses of demographic trends, service trends, correlates of child and family dysfunction, and long-term outcomes. The IDB also supports time-based analysis of client careers by examining when a client entered a specific program, when a client ceased use of the program, and the time elapsed between entrances and exits; it also supports aggregate geographic analysis to explore needs of particular geographic communities.

The authors outline the process of creating the IDB and discuss the validity of administrative data. They address issues involved with setting up an integrated database such as designing a database, receiving permission from agencies to examine their records, linking the records of many agencies to individual clients, maintaining confidentiality, and data management. They note that setting up integrated databases in other states could spur multistate or national studies.

The Impact of Welfare Reforms on Children's Well-Being

Robert Goerge, Mairead Reidy

Welfare reforms implemented across the country since the passage of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-3) may have dramatic short- and long-term effects on children whose families receive public assistance. To further understanding of these potential effects, the U.S. Department of Health and Human Services provided funding to twelve states instituting welfare reforms prior to passage of the PRWORA under the welfare waiver process. These states participated in a one-year planning phase to identify child well-being measures that could be incorporated into demonstration evaluations.

Researchers at Chapin Hall worked with the Illinois Department of Public Aid to develop a core set of such measures pertaining to the Illinois Work and Responsibility Demonstration Initiative. The researchers also explored the potential of using administrative data to track the effects of welfare reform on children and their families. A wide range of outcomes have been examined, including income, employment, family formation, psychological well-being, stability and turbulence in living arrangements, absent-parent involvement, use of health and human services, child care, home environment and parenting practices, education, health and safety, and social and emotional adjustments.

The project also identified administrative data sources that will enable Illinois to measure many of the core outcomes using both state human services data and other statewide employment-related databases, 1998.

Monitoring Child and Family Social Program Utilization: Before and After Welfare Reform in Four States

Robert Goerge, Mairead Reidy, Bong Joo Lee, Jerry Kieltyka

During the 1990s, federal and state governments have made dramatic changes in social policy affecting programs and services for children and their families. Among the most visible was the ending of the 61-year-old Aid to Families with Dependent Children (AFDC) entitlement program, and the introduction of time limits and work requirements as conditions of welfare receipt. Welfare reform may have many positive outcomes, including increased employment and self-sufficiency among welfare recipients and enhanced stability in children's lives through increases in child support payments. There may, however, be unintended consequences for the well-being of children and for state finance. The ending of traditional, guaranteed support for poor children may impair the ability of families to care for their children, leading to increased disruption and instability in living arrangements; it could also lead to a higher incidence of child

abuse and neglect, which could in turn lead to increased placement of children in substitute care arrangements.

This project will develop critical information on the effects of welfare reform on low-income children and families by monitoring changes in children's and families' utilization of various social programs and their pathways among them. The primary approach is to use individual-level administrative data to document the service outcomes that children and their families experience as they move through multiple statuses or events within the welfare and human service systems. The study will examine these effects at both the state and community levels in four states: California, Illinois, Massachusetts, and North Carolina. The study will focus initially on the interrelations between programs currently experiencing substantial change—income assistance, Medicaid, food stamps, and child welfare—from the early 1990s through the end of the decade. Future work will incorporate child protection and child support enforcement services. Information on the service pathways followed by children and families among public assistance programs will illuminate whether and how families move towards increased self-sufficiency over time.

Focus on specific outcomes, such as shorter or longer dependency on non-cash public assistance programs such as Medicaid or food stamps, changing living arrangements for children, and changing rates of child abuse and neglect or foster care placement, will contribute to our understanding of the effects of reform on the well-being of children and families. Furthermore, by focusing on how changing rules and eligibility in one area affect take-up and coverage rates in others, and establishing whether and how individuals substitute one service for another, this research will contribute to states' understanding of the "system" effects experienced by state and local agencies. The results of the study will support those managing human services at the state and local level, in planning, coordination, and budget management, and will provide states with important information to draw on in redesigning welfare reforms.

This work began with a planning grant from the Edna McConnell Clark Foundation. It is now supported by the Annie E. Casey Foundation and the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, 1999.

The Patterns of Food Stamp and WIC Participation and Their Effects on Low-Income Families with Young Children

Bong Joo Lee, Robert Goerge, Lucy Mackey Bilaver, Mairead Reidy

At a time when states have new flexibility to design and implement antipoverty programs, decision makers need a clear understanding of the effects of current food-assistance programs, programs such as the food stamp program (FSP) and the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC), on young children's health and their families' movement toward self-sufficiency. Chapin Hall researchers are investigating how FSP and WIC contribute to the later health outcomes of low-income children and the self-sufficiency of their families. Using the Integrated Database on Children's Services in Illinois (see p. 5), researchers will identify first-birth cohorts between 1990 and 1996 and track their families' program participation patterns and later outcomes. This research will also examine how the two food-assistance programs interact with a cash-assistance program (AFDC/TANF) by examining the patterns of AFDC/TANF use while families are participating in the food-assistance programs. Families will be classified in three categories—WIC only, food stamps only, and both WIC and food stamps. Analyses will distinguish between families who enrolled in WIC before the birth of the first child and those who enrolled after.

Using Medicaid claim data, the researchers will also examine the effects of participation in the food-assistance programs on two health outcomes: the children's incidence of nutrition-related health problems and their receipt of regular preventive health care services. The research is supported by a U.S. Department of Agriculture Small Grant made through the Northwestern University/University of Chicago Joint Center for Poverty Research, 1999.

The Dynamics of AFDC, Medicaid, and Food Stamp Use

Mairead Reidy, Lucy Mackey Bilaver, Robert Goerge, Bong Joo Lee

Over the course of the last 60 years, the United States has developed a series of public programs to aid economically disadvantaged people that involves both cash and in-kind assistance. Much of our understanding of public assistance is based on an important body of work examining factors that influence exit from and return to the most

heavily used cash public assistance program, Aid to Families with Dependent Children (AFDC). The AFDC program has rarely been examined in conjunction with in-kind programs, such as Medicaid and food stamps, even though many AFDC recipients used these non-cash programs simultaneously, and some continued to use them once their AFDC eligibility stopped.

This project broadens this perspective, and extends the literature on welfare careers, by examining the use of Medicaid or food stamps among families who leave and return to AFDC. Drawing on state-level administrative data gathered by the Illinois Department of Human Services and spanning 1989-1997, the researchers used both simple descriptive statistics and a succession of event-history analysis models to explore timing of exit from and transitions across programs among a series of AFDC entry cohorts.

The results of the study illustrate the importance of non-cash benefits for those who leave AFDC, and demonstrate that subsequent careers depend very much on whether families exit directly (completely) or indirectly (that is, by continuing to receive Medicaid and food stamps). Over half of those who leave AFDC continue to claim Medicaid or food stamps upon exit. These families are approximately 60 percent more likely to return to AFDC than those who exit directly, despite the absence of many observable differences in characteristics between the two groups of exiters. However, the descriptive statistics suggest that non-cash programs may ultimately act as a stepping stone toward self-sufficiency. Overall, indirect exiters are slightly more likely to next leave all programs than return to AFDC. The study compares further the likelihood of leaving all programs for those who collect only Medicaid or food stamps with those who also collect AFDC; it finds that those who make indirect exits from AFDC are approximately 50 percent more likely to subsequently leave all programs than are those who also collect Medicaid and food stamps as well as AFDC.

The human capital variables in the multivariate analysis were successfully able to predict indirect exits, suggesting that indirect exits may result from work. By contrast, our inability to predict direct exits suggests that these may result from factors other than work, including for example, marriage or increased child support payments, or even departure of children from the household. Alternatively, the direct-exiters group may be composed of those who do well economically, and those who drop out of the system either because of their failure to realize their eligibility for benefits, or their unwillingness to deal with the bureaucracy involved in continuing benefits. Future work will examine reasons for exit, and in particular focus on understanding the nature of direct exits, why direct exiters remain off AFDC longer than indirect exiters, and why their subsequent behavior is so difficult to predict.

This research was presented at the 1997-98 Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation/Census Bureau Small Grants Conference on Poverty, Washington, D.C., May 1997. It was supported with funding from the Northwestern University/University of Chicago Joint Center for Poverty Research through a HHS grant. It is expected to be issued as a Joint Center for Poverty Research working paper and to be available at the Joint Center Website, www.jcpr.org, 1998.

Massachusetts Longitudinal Database for Research on Child Support Enforcement and Social Service Agencies

Bong Joo Lee, Fanli Zhao, Jerry Kiellyka

Chapin Hall researchers are working with the Massachusetts Department of Revenue and the U.S. Department of Health and Human Services to develop the Massachusetts Longitudinal Database for Research on Child Support Enforcement and Social Service Agencies (LDB) drawing on Chapin Hall's development of the Integrated Database on Children's Services in Illinois (see p. 5). In the first stage of work, researchers used the computerized administrative files of several Massachusetts state agencies to construct a longitudinal database that includes administrative data from publicly funded antipoverty programs, including Temporary Assistance for Needy Families, Medicaid, and food stamps, as well as child support enforcement, wage reporting, and new-hires data from the Massachusetts Department of Revenue. Chapin Hall has now entered a second stage of work, providing technical support to enable the Massachusetts Department of Revenue to maintain and expand the database. In the second stage, the LDB will be augmented with additional administrative files, including foster care, abuse and neglect, child care, and employment services data. The completed database will offer useful insights into multiservice use and interactions among social service programs, and will provide the basis for increased policy-relevant research capacity in the government and in the academic community, 1999.

Developing Indicators to Monitor the Effects of Welfare Reform in Massachusetts

Bong Joo Lee, Lei Jin, Jerry Kieltyka

The project seeks to develop research capacity within Massachusetts commonwealth government to monitor the impact of welfare reform by building on the existing infrastructure for research on social service programs that the Massachusetts Department of Revenue Child Support Enforcement Division (DOR/CSE) and Chapin Hall have initiated. The goal of the project is to develop a set of outcome indicators to monitor the effects of welfare reform using the Massachusetts Longitudinal Database for Research on Child Support and Social Service Programs (LDB; see preceding project summary). Chapin Hall researchers will provide the Department of Revenue, the lead agency for the project, with research support in the analysis of the LDB to construct and track key outcome measures of Massachusetts welfare reform. The project is funded by the Massachusetts Executive Office of Health and Human Services and the Massachusetts Department of Revenue. 1999.

Teenage Childbearing and Child Welfare Service Use

Robert Goerge, Bong Joo Lee

Chapin Hall research on the effects of teenage childbearing on child protective and child welfare services showed that there is a significant relationship between maternal age and the likelihood of child abuse and neglect. The investigators found that children of teen mothers are at greater risk of being placed in foster care, even after controlling for other demographic characteristics. Finally, the study found that delaying first births would result in estimated annual reductions in national foster care costs of $150 million to $2.5 billion, depending on the number of years of delay. This research was part of a larger study on the effects of teenage childbearing coordinated by the Catalyst Institute and funded by the Robin Hood Foundation. The edited volume containing a chapter based on this material was awarded the Society for Research on Adolescent Social Policy Best Book Award (*Kids Having Kids*, see second entry below). Associated publications listed below. 1995.

Poverty, Early Childbearing, and Child Maltreatment

Bong Joo Lee, Robert Goerge forthcoming

To be published in *Children and Youth Services Review*.

This article examines the incidence of three categories of child maltreatment among the 1982-1988 birth cohorts in the State of Illinois: sexual abuse, other types of abuse, and neglect. The authors examined the effects of seven independent variables—mother's age at birth, community child poverty rate, birth year, region, sex of the child, birth order, and race or ethnicity—on child maltreatment patterns in an effort to broaden understanding about how social factors influence child abuse and neglect. The results of the study indicate that maternal age and poverty are important factors in all types of child maltreatment allegations, and suggest that efforts to lessen the economic stress faced by young mothers while helping them to improve their parenting skills will have a direct effect on reducing child maltreatment.

Abuse and Neglect: Effects of Early Childbearing on Abuse and Neglect of Children

Robert Goerge, Bong Joo Lee 1995

A Chapin Hall Working Paper

CS-40 $5.00

The authors examined the effects of teenage motherhood on the incidence of child abuse and neglect, foster care placement, and the duration of that placement using the Integrated Database on Children's Services in Illinois (see p. 5).

The authors found that the incidence of child abuse/neglect and foster care placement was notably higher in cases of children born to teenage mothers. However, the duration of placement was not markedly different when the analyses controlled for other factors. The paper demonstrates that the incidence of teenage motherhood, with its higher incidence of foster care placement, is a costly one for the overburdened child welfare system.

The preceding is a chapter in *Kids Having Kids: Economic Costs and Social Consequences of Teen Pregnancy*. 1997

Rebecca Maynard, editor.

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Policy Analysis, Program Assessment, Evaluation, and Data Analysis: Analysis of State and Local Administrative Data

Robert Goerge, Fred Wulczyn

Chapin Hall has joined a team of research organizations that is providing rapid analyses of important issues to the U.S. Department of Health and Human Services (HHS) under the direction of the American Institutes of Research. The team also includes the UCLA Center for Health Policy Research, the Center for Support of Families, Signalhealth, and Professional and Scientific Associates. Through a task order contract with HHS's Assistant Secretary for Planning and Evaluation, senior staff at each organization are performing policy or program assessments, developing evaluation designs, and conducting analyses of data, among other research activities. Efforts will cover a broad range of policy issues including welfare reform and managed care in the Medicaid program. Chapin Hall brings to the team its expertise in designing, developing, and analyzing databases that integrate information routinely collected by human service programs. (See the Integrated Database on Children's Services in Illinois, p. 5.) This expertise will be particularly useful for research on the delivery of services to families with severe and multiple problems. 2003.

Indicators to Support Decision Making by States

Harold Richman, Mairead Reidy, Robert Goerge, Allen Harden, Bong Joo Lee, Fred Wulczyn

There is a strong connection between such government activities as policy and program development, budgeting, and resource allocation on the one hand and the health and well-being of children and families on the other. It is therefore vital that government agencies make use of the data they collect to develop meaningful statistical indicators, or measures, that will help them assess the impact of policy changes on children's well-being. Promoting the use of such indicators by state and local governments is a primary goal of this project's sponsor, the Office of the Assistant Secretary for Planning and Evaluation of the U.S. Department of Health and Human Services. Chapin Hall was asked to work with policy makers, administrators, researchers, and state-level stakeholders to improve the selection, development, and use of child, family, community, and service system indicators in the formulation of programs and policy. Chapin Hall researchers will study states' use of existing indicators, aid in the development of new ones, and identify strategies by which indicators can be effectively incorporated into decision making. During the course of the study, the researchers will work with targeted states to conduct a data audit, interview groups working on indicator development and use, and set an agenda for further work on indicators. The research team is also working on the development of Indicator Institutes to provide training on various indicator-related topics. Associated publication listed below. 2000.

Potential and Problems in Developing Indicators on Child Well-Being from Administrative Data

Robert Goerge, 1997

Published in *Indicators of Child Well-Being.*
Published by the Russell Sage Foundation

In this chapter, the author discusses current uses of computerized administrative data, suggesting that its potential uses are not being fully exploited, and argues that using administrative data more efficiently could help in creating indicators of child well-being. The value of administrative data lies in the wide extent to which it is gathered; to capitalize on this, the author suggests that current and historical administrative data be coded in a uniform fashion to render these data comparable for examination across state lines and by professionals of all kinds. The effectiveness of a uniform code would be dependent on constructing plausible indicators throughout the states. The article suggests that using sample indicators such as government dependency or the High-Risk Family Foundation Index could prove helpful in creating common indicators across state lines.

Ideally, the paper proposes, administrative data would be linked with other forms of data, such as Census data and birth certificates. This sort of linkage is useful for addressing questions of welfare policy, service management, and children's well-being over time. The author also suggests that administrative data would be more effective if its accessibility were increased.

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Neighborhood-Level Data for Neighborhood-Sited Programming (Family Indicators)

Harold Richman, Mairead Reidy, Robert Goerge, Allen Harden, Bong Joo Lee, Stephanie Limoncelli, Fred Wulczyn

Chapin Hall has devoted significant effort to the development and use of quantitative indicators of child well-

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being at state and local levels. For example, Chapin Hall researchers are currently working with the Department of Health and Human Services, Office of the Assistant Secretary of Planning and Evaluation to increase states' interest in and capacity for using such indicators in the policy process. With funding from the Annie E. Casey Foundation, Chapin Hall researchers have taken this work in a new direction, exploring the use of community-level indicators of family strength and well-being in neighborhood-transformation initiatives.

Chapin Hall is working with the Casey Foundation to assess the aspects of family strength and well-being that might be captured by quantitative indicators, as well as conducting a review of relevant literature and recent studies, in order to develop a catalog of family indicators and how they are being used at the neighborhood level across a range of comprehensive community initiatives. Finally, the Chapin Hall team is preparing a report delineating its findings regarding quantitative indicator use at the community level. The Casey Foundation will use this review of measures and indicators in its efforts to design an initiative to help rebuild a selected group of disadvantaged communities. (Related Chapin Hall work is presented in this publication's Community Building section, p. 53.) 1998.

Community Partnerships for Protecting Children

Robert Goerge, Stephen Budde

The Edna McConnell Clark Foundation has initiated Community Partnerships for Protecting Children to help social service professionals and community representatives work together to develop effective strategies for reducing child abuse and neglect. The initiative is being conducted in sites of 50,000 to 70,000 people within four cities: Cedar Rapids, Iowa; Jacksonville, Florida; St. Louis, Missouri; and Louisville, Kentucky. In contrast to current approaches to child protection, the Foundation aims to develop approaches that are more comprehensive, preventive, community based, and outcome focused. Initiative strategies also attempt to provide ongoing community and informal supports for families and to involve families in decision making. Chapin Hall is conducting a two-year evaluation of the implementation of a set of core strategies developed by the Foundation and the Center for the Study of Social Policy. This evaluation will employ multiple quantitative and qualitative research methods to examine a number of factors in the implementation of the initiative: the progress of the sites in implementing and refining these strategies, barriers to implementation, positive and negative consequences of implementing specific strategies, governance and decision-making processes of the Partnerships, collaboration and coordination among service providers, changes in policies and practices, the views of the wide range of people involved in the Partnerships, and the role of technical assistance providers in facilitating change. 2000.

Decision Making at DCFS

Robert Goerge, Lucy Mackey Bilaver, Lisa Sanfilippo

Over five years ago, Chapin Hall researchers designed an integrated database for the Illinois Department of Children and Family Services (DCFS), based on Chapin Hall's Integrated Database on Children's Services in Illinois (see p. 5). This later, customized database stores DCFS records and allows for rapid analysis of the information they hold. In 1998, Chapin Hall entered into a contract with the Child and Family Research Center at the University of Illinois to provide research and technical assistance in the use of this database. As part of this project, Chapin Hall researchers are creating a specialized database to monitor the achievement of permanency in out-of-home foster care placements, expanding and updating the documentation of the existing DCFS database, and providing Research Center staff with technical assistance in developing systems and programming. 1998.

Quick Response Quantitative Indicator Analysis Project

Robert Goerge, Lucy Mackey Bilaver, Bong Joo Lee

Policy makers and program staff frequently need immediate access to accurate and pertinent information to answer pressing questions. Chapin Hall performs quick, complex analyses to provide the Illinois Department of Children and Family Services (DCFS) with timely information concerning policy issues in response to requests from DCFS. Drawing on the Integrated Database on Children's Services in Illinois (see p. 5), Chapin Hall created, and continues to maintain, a database that stores DCFS computerized administrative records in a research-efficient data structure. Analyses can cover virtually any issue in child welfare, depending on the current needs of policy makers and managers.

In the past five years, Chapin Hall researchers have examined such topics as the experiences of substance-exposed infants and children hospitalized for psychiatric care. Researchers have also conducted analyses related to

several major policy changes in the department, including reform of relative-care policies, development of a separate health care delivery system for wards, and applying performance contracting goals to relative and foster care contracts. They have also developed a set of baseline performance indicators for all DCFS service delivery areas, known as Local Area Networks. These have been updated yearly and will be combined in a multiyear time series volume. Ongoing.

Voices for Illinois Children—Data Reconnaissance

Robert Goerge, Mairead Reidy, Lisa Sanfilippo, Bong Joo Lee

Voices for Illinois Children, a statewide, multi-issue, nonprofit action group for children, conducted a project for the Poverty and Race Research Action Council on the availability, accessibility, and quality of data on low-income groups in Illinois. This collaborative effort, involving researchers at several organizations, focused on education, health, and other programs for low-income families. Chapin Hall contributed to the study by examining the availability of data on state housing and poverty programs from a wide range of sources in Illinois. Voices for Illinois Children will use this report to help state officials as well as members of the policy and advocacy communities to understand the state of data on low-income groups in Illinois. 1997.

Child Welfare Expert Systems

John Schuerman, Stephen Budde, Penny Johnson

Caseworkers must make critical decisions affecting the lives of children and their families. The purpose of this project is to develop a computerized expert consulting system that will assist caseworkers with decision making in the early stages of work with families in which there has been an allegation of child abuse or neglect. It is hoped that such programs will be useful in large public child welfare agencies, where relatively inexperienced workers must often cope with large caseloads. This project is being conducted with the assistance of staff at the Illinois Department of Children and Family Services and the Juvenile Protective Association of Chicago. Associated publications listed below. Ongoing.

Research, Practice, and Expert Systems

John Schuerman 1995

Published in *Practitioner-Researcher Partnerships: Building Knowledge From, In, and For Practice*, edited by P. Hess and E. Mullen. Published by the National Association of Social Workers Press

The author has spent considerable time investigating the decision-making processes of expert practitioners in the field of child welfare to inform the development of expert systems. Expert systems are computer programs that advise on decisions to be made in individual cases, and the design of such systems requires substantial understanding of how decisions are made. One potential benefit of expert systems would be to make the expertise of skilled caseworkers available to inexperienced caseworkers. This chapter considers some of what the author has learned about caseworker decision making and the implications of his findings for the development of expert systems and for the use of research-based knowledge in practice.

Expert Systems and Ordinary Research as Sources of Practice Guidance

John Schuerman 1992

Published in *Research Utilization in the Social Services*, edited by A. Grasso and I. Epstein. Published by Haworth Press

The author draws on extensive interviews with expert staff members of the Illinois child welfare agency for this discussion of expert systems and classical research as sources of guidance for practice activities. The author compares the two sources of decision-making support and raises considerations that affect their use. He also suggests ways that expert systems and research might contribute to each other.

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Expert Systems and the Development of Knowledge in Social Welfare

Edward Mullen, John Schuerman 1990

Published in *Advances in Clinical Social Work Research*. Published by the National Association of Social Workers Press

The chapter discusses expert systems and their basic concepts and then describes the authors' work on the development of an expert system. The chapter also considers issues that have arisen in the authors' work on a closely related topic, the nature of decision making in social welfare, and the ways in which knowledge and skills enter those decisions.

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http://www.naswpress.org

Expert Consulting Systems in Social Welfare

John Schuerman 1987
A Chapin Hall Working Paper
CS-09 $5.00

Expert consulting systems, developed out of work in the field of artificial intelligence, are computer programs that can be asked to give advice on the solution of problems. This paper describes the origins and characteristics of expert systems, the circumstances under which they might be useful in social welfare, and issues and problems relating to their implementation.

Also published in *Social Work Research and Abstracts* (Fall 1987).

Understanding Placement Decisions in Child Welfare

John Schuerman, Peter Rossi, Stephen Budde

Every day those working in the child welfare system must make difficult decisions that profoundly affect the lives of children who have been abused or neglected. Among the most critical of these decisions is whether to separate a child from his or her family. This project examined how such decisions are made and what policies and training may help to improve decisions about children's lives. A three-phase study, the project began by exploring the degree of agreement among experts on placement decisions as well as factors that influence those decisions, using a sample of cases drawn from a state child welfare agency. The second phase examined the same issue, but used a larger and more systematically selected sample of cases, gathered better information about the cases, and increased the size of the panel of experts. The third phase explored the decision making of frontline child protection investigators in placement cases and examined the implications of findings for training and policy in child welfare decision making. The project was funded by the U.S. Department of Health and Human Services, the Administration for Children and Families, Children's Bureau. Associated publication listed below. 1996.

Understanding Child Maltreatment Decisions and Those Who Make Them

Peter Rossi, John Schuerman, Stephen Budde 1996
A Chapin Hall Working Paper
CS-41 $5.00

This paper centers on four critical questions: How much agreement is there among child welfare experts and protective workers about decisions in cases of abuse and neglect? What are the factors that influence decisions? How does the presence of family preservation services affect decision making? How do differences among experts' and workers' background and professional orientation relate to their decision-making tendencies? The authors' answers to these questions, based on their study of the views of child welfare experts and child protective service workers, are presented in the paper. This research yielded important information about the lack of consistency in definitions of *imminent risk of placement* and the need for greater training of investigative workers on decision making.

Child Abuse and Neglect: Families, Neighborhoods, and Service Systems

Robert Goerge, David Yu, Allen Harden

To effectively support the full range of children and families who come into contact with the child protective system, it is essential to understand their varied experiences in the system. Using Illinois as a case study and drawing on information in the Integrated Database on Children's Services in Illinois (see p. 5), Chapin Hall researchers examined how the experiences of various populations in the child protective system vary according to the characteristics of children, their families, their neighborhoods, their service systems, and the interrelationships among these factors. Following this broad review, the researchers analyzed individual-level records of child abuse and neglect reports, investigations, and child and family records. These examinations informed the development of an analytic and statistical framework for researchers and state analysts to use in planning, evaluation, monitoring, and program development. As part of this project, the researchers also assisted states in implementing family support and preservation programs by providing information on factors that affect the actions of child protection agencies and systems, and thus affect experiences of children and families in the system. (For more on family preservation, see pp. 28–33.) Funded by an anonymous donor. 1996.

Mental Health Services Utilization of Foster Children

Robert Goerge, Thomas Pavkov, Maria Minor

This study identified the factors that lead to a foster child's psychiatric hospitalization or placement in other restrictive mental health settings during childhood, adolescence, and young adulthood. Through analysis of longitudinal, individual-level information (see Integrated Database on Children's Services in Illinois, p. 5) from Illinois child welfare, mental health, and Medicaid agencies, researchers determined the effects of handicaps, diagnoses, placement, residential care, abuse and neglect histories, demographic and family characteristics, and other community- and group-level indicators on transitions into restrictive mental health service settings. The study population was composed of over 140,000 Illinois foster children, up to age 21, who were removed from the custody of their parents for reasons of abuse, neglect, abandonment, child behavior, or dependency between 1985 and 1994. These children were 55 percent minority, 67 percent AFDC-eligible, and predominantly from single-parent families.

Conducted in cooperation with the Illinois departments of Mental Health and Developmental Disabilities and Children and Family Services, this collaboration was in the same spirit as the Public Academic Liaison program initiated by the National Institute of Mental Health, which is intended to develop collaborative working relationships between the academic and public mental health service sectors. In collaboration with the two Illinois state agencies, Chapin Hall researchers linked computerized administrative data on children's services to form an integrated database on foster care and mental health services. Using the database, the research team aimed to: (1) describe the sequence, timing, and duration of mental health services that foster children experience throughout their child welfare careers; (2) construct a mathematical model of the transition of foster children from community-based care to institutions providing mental health services; and (3) help state policy makers use research results as a planning tool for children's mental health services. 1996.

Predictors of Length of Stay Among Youths Hospitalized in State Hospitals in Illinois

Thomas Pavkov, Robert Goerge, John Czapkowicz 1997

Published in *Journal of Child and Family Studies* vol. 6, no. 2, pp. 221-231

Numerous factors can affect lengths of psychiatric hospitalization among youth, including diagnostic and treatment variables, the availability of outpatient care services, and policy changes in the mental health system. There has been little research, however, to determine what demographic, clinical, and service-related variables are associated with lengths of stay. Using data from Chapin Hall's Integrated Database on Children's Services in Illinois (see p. 5), the authors examined factors associated with the length of psychiatric hospitalizations among youth in state hospitals between July 1, 1987 and June 30, 1992. The authors found that diagnoses including attention deficit disorder, psychiatric disorders, and conduct disorders led to longer hospitalizations, as did multiservice use, being male or African-American, and having a previous history of admissions. Youth were more likely to experience shorter hospitalizations if they were diagnosed with depressive disorders, drug and alcohol disorders, or adjustment disorders, if they lived in communities with state hospital-linked community-based mental health services, or if they were white or Hispanic.

State Hospital Reentry Among Youth with Serious Emotional Disturbance: A Longitudinal Analysis

Thomas Pavkov, Robert Goerge, Bong Joo Lee 1997

Published in *Journal of Child and Family Studies*, vol. 6, no. 3, pp. 373-383

Demographics, service history, and diagnostic characteristics of a youth's environment following his or her discharge from psychiatric care were examined in order to determine whether they had an effect on the likelihood of a youth's reentry into a state hospital. Specifically, the analysis examined the environment of reentrants and those who did not return. The environment of the reentrants during their time away from the hospital was examined in relation to its effect on the individual. Variables such as gender, ethnic background, age at first admission, area of residence, length of index hospitalization, and the presence of a psychotic diagnosis were all considered. The authors present evidence that certain characteristics can predict the likelihood of a young person's returning to a hospital for psychiatric reasons, and they suggest why these characteristics may affect a youth's likelihood of reentry.

Community-Based Mental Health Services and State Hospital Reentry Among Illinois Youth: A Longitudinal Analysis

Thomas Pavkov, Robert Goerge, Bong Joo Lee 1995

A Chapin Hall Working Paper

CS-39 $5.00

This paper focuses on the efficacy of community-based mental health services in reducing the reentry of children and adolescents to inpatient psychiatric treatment in state hospitals, and seeks to identify risk factors associated with such reentry. The authors used data covering the five-year period 1987-92 from the Integrated Database on Children's Services in Illinois (see p. 5). Four primary findings emerged from the study: the availability of community-based mental health services is associated with decreased probability of hospital reentry; children admitted to the hospital at younger ages have a higher likelihood of reentry; length of psychiatric hospitalization is positively related to higher probabilities of rehospitalization; and conduct symptomatology increases the likelihood of hospital reentry, while a diagnosis of Attention Deficit Hyperactivity Disorder or atypical depression decreases the likelihood of reentry. The study was funded by the National Institute of Mental Health and has been the subject of two recent articles in the *Journal of Child and Family Studies:* "State Hospital Reentry Among Youth: A Longitudinal Analysis" (Vol. 6, No. 3, 1997) and "Predictors of Length of Stay Among Youths Hospitalized in State Hospitals in Illinois" (Vol. 6, No. 2, 1997).

Earlier Projects and Related Publications

The Children's Policy Project: The Future of Children's Services in Illinois

Sponsors: Illinois Department of Children and Family Services, The Spencer Foundation, the Chicago Community Trust, the Field Foundation of Illinois, the Robert R. McCormick Charitable Trust, the Ford Foundation, the Helen V. Brach Foundation, and the Gaylord and Dorothy Donnelley Foundation

Staff: Harold Richman, Matthew Stagner, Robert Boruch, Marvin Cohen, Richard Gaskins, Robert Goerge, Roland Kulla, Mary Ann Hartnett, Kirsten Gronbjerg

Year completed: 1993

Rethinking Child Welfare Services in Illinois: A Summary of Findings from the Children's Policy Project

Matthew Stagner 1993

A Chapin Hall Report

CS-29 $10.00

A crisis in child welfare was clearly brewing at the start of this decade. In Illinois, the Department of Children and Family Services (DCFS) was contending not only with an increase in both the size of its caseload and the severity of child and family problems, but also with a number of lawsuits. At the request of DCFS, and with the support of DCFS and several foundations, Chapin Hall undertook a comprehensive study of DCFS.

Unusual in the scope of its concerns, this project examined the legal foundation, structure, funding, client population, use of evaluation, and goals of the child welfare services system in Illinois to provide a review of and recommendations for the operation of the current system, and to offer one or more alternative approaches that the state might employ to improve its ability to respond to children's needs. The results of the study were widely disseminated, through this published report and through briefings of public officials and private providers of human services. The project's alternative approach to human services planning and delivery was endorsed in a *Chicago Sun-Times* lead editorial in December 1993, when the report was released.

Drawing on sixteen resource papers written in the course of the study, the report summarizes study findings concerning most aspects of the department's operations, structure, and functioning. The report documents growth and change in the foster care caseload in recent years, the significant overlap between the client population of DCFS and the client populations in other human services agencies in the state, and a number of problematic areas in the structure and procedures of the agency. In addition to suggesting ways that the existing child welfare system could be improved, the report outlines a wholly different approach to child welfare. This involves refocusing the state system on the families of children who are at greatest risk of harm and developing a comprehensive, community-based system of services available for voluntary use by other families—those in which DCFS finds no immediate risk of harm to children, and those who have had no contact with DCFS but find themselves in need of assistance.

Multi-Service Use Among Families with Children in the State of Illinois

Sponsors: American Enterprise Institute, U.S. Department of Health and Human Services

Staff: Robert Goerge, Teresa Eckrich Sommer, Bong Joo Lee, John Van Voorhis

Year Completed: 1994

Use of Multiple Human Services by Illinois Children and Families: The Use of Administrative Data for Research Purposes

Robert Goerge, Teresa Eckrich Sommer, Bong Joo Lee, Allison Gordley Harris 1995

A Chapin Hall Working Paper

CS-32 $5.00

How might public social services be improved in their responsiveness to children and families, particularly low-income families with multiple, interrelated social needs? This is a subject of enduring debate in the field of human services. To inform this debate with hard data, the authors analyzed the simultaneous use of five state-administered human services (Aid to Families with Dependent Children, Medicaid, food stamps, special education, and child welfare services) by a cross-section of Illinois children and families (for the date June 1, 1990). This paper presents the results of that analysis, along with preliminary results from a longitudinal analysis of the use of welfare and child welfare services by a 1988 cohort of children born to Illinois families new to the system through each child's fifth year of life (1988-92). The authors found that on June 1, 1990, in Illinois, 25 percent of all children received at least one major state-sponsored human service; in Chicago, 38 percent of all children used at least one service. A majority of children in the human services system statewide used more than one service at the same time.

Child Welfare Reform: The Big Picture—A State Perspective

Sponsor: U.S. Department of Health and Human Services

Staff: Robert Goerge, Harold Richman, Clark Peters, Ginger Ostro

Year Completed: 1995

Society's Response to Abuse and Neglect

Sponsor: U.S. Department of Health and Human Services

Staff: John Schuerman, Joan Costello, Julia Littell

Year Completed: 1994

Problems and Prospects in Society's Response to Abuse and Neglect

John Schuerman, Julia Littell 1995

A Chapin Hall Working Paper

CS-33 $10.00

The authors begin with an analysis of the current situation in child welfare and go on to review the research literature on family preservation programs, concluding that these programs have very modest effects on the functioning of families and children. To cope with the dramatic increase in demand for child welfare services, given the uncertain benefits of family preservation, the authors suggest a new set of guiding principles to structure child welfare systems. These principles include limiting responsibility of the state to the following: responding to physical injury to children caused by abuse and neglect and to high risk of serious harm, in order to minimize state intervention into family life; drawing the line between in-home and out-of-home services less sharply so they constitute a continuum; and broadening services available to families so there are many more alternatives for families and for workers trying to help them, and more scope for experimentation with new service approaches.

Developing and Evaluating Community-Based Service Systems and Supports for Children and Families

Sponsor: Partial support from an anonymous donor

Staff: Teresa Eckrich Sommer

Year Completed: 1995

Family Support Act: Implications for Children in Poverty

Sponsor: Foundation for Child Development

Staff: P. Lindsay Chase-Lansdale

Year Completed: 1989

Help-Seeking and the Use of Social Service Providers by Welfare Families in Chicago

Sponsor: Chicago Community Trust

Staff: Harold Richman, Matthew Stagner

Year completed: 1986

Help-Seeking and the Use of Social Service Providers by Welfare Families in Chicago

Harold Richman, Matthew Stagner 1986

A Chapin Hall Working Paper

CS-08 $5.00

The objective of this study was to document the extent to which welfare families use social service providers and their experiences with social service providers, as well as reasons that families do not seek help from them. Based on interviews with 737 Chicagoans who headed households with children and received welfare, the study found that nearly half of the respondents had not turned to social service providers for assistance during the preceding year. The study also found that 73 percent of the help-seeking experiences of all families studied did not involve social service providers, and that families relied more heavily on informal helping networks for assistance with their problems.

The Use of Computerized Data in Child Welfare Case Management

Sponsors: Illinois Department of Children and Family Services, Edna McConnell Clark Foundation

Staff: Mary Ann Hartnett, Mark Testa

Year completed: 1988

The Use of Computerized Data in Child Welfare Case Management

Mary Ann Hartnett, Mark Testa 1988

A Chapin Hall Working Paper

CS-13 $5.00

This paper describes a two-year project designed to create a computerized case assessment and planning system in collaboration with the Illinois Department of Children and Family Services. The project's goals were to create a longitudinal database on children in substitute care, to conduct research on trends in the placement careers of children, and to explore potential uses of computerized data at all levels of the child welfare agency. The paper identifies problems associated with caseworkers' lack of access to basic information on children and their placements, and discusses how computerized data might aid them in their work.

Expert Consulting Systems in Child Welfare

Sponsor: Arie and Ida Crown Memorial

Staff: John Schuerman, Stephen Budde, Penny Johnson

Year completed: 1989

Child Abuse and Neglect Decision Making in Cook County

Sponsor: Illinois Department of Children and Family Services

Staff: John Schuerman, Matthew Stagner, Penny Johnson, Edward Mullen

Year completed: 1989

Child Abuse and Neglect Decision Making in Cook County

John Schuerman, Matthew Stagner, Penny Johnson, Edward Mullen 1989

A Chapin Hall Working Paper

CS-16 $5.00

This report summarizes the findings of a year-long study aimed at providing an empirically based description of decision making by workers and supervisors of the Illinois Department of Children and Family Services in Cook County in cases of child abuse and neglect. The report presents an overview of the process of handling cases of child abuse and neglect, examines in detail several key decisions that affect the outcomes of cases, and presents some overall observations about the decision-making process.

Using Information Technology to Improve the Integration and Monitoring of the Human Services

Sponsor: Ford Foundation

Staff: Matthew Stagner, Tracey Deutsch

Year completed: 1992

Adolescents in Child Welfare Systems

Sponsor: National Academy of Sciences

Staff: Robert Goerge

Year completed: 1992

Social Service Needs of Older Adolescent DCFS Wards

Sponsor: Illinois Department of Children and Family Services

Staff: Robert Goerge, Ruth Osuch

Year completed: 1992

Youth Service System

Sponsor: Joyce Foundation

Staff: Kirsten Gronbjerg

Year completed: 1988

Child Welfare in Illinois: "Reflections of a Displaced Bureaucrat"

Sponsor: John D. and Catherine T. MacArthur Foundation

Staff: Roland Kulla

Year completed: 1988

DCFS Community Services

Sponsor: Illinois Department of Children and Family Services

Staff: Roxille Glasco

Year completed: 1990

Collaborative Effort to Provide Research to Operating Agencies

Sponsor: Frederick E. and Ida M. Hummel Foundation

Staff: Harold Richman, Matthew Stagner

Year completed: 1990

Comprehensive Study of State and State-Supported Services to Children and Families in Oklahoma

Sponsor: State of Oklahoma

Staff: Harold Richman

Year completed: 1988

Michigan File Creation Project

Sponsor: Skillman Foundation

Project Staff: Robert Goerge

Year completed: 1991

Other Publications

Child Welfare Reform, Managed Care, and Community Reinvestment

Fred Wulczyn

Published in *Children & Their Families in Big Cities: Strategies for Service Reform*, Alfred Kahn and Sheila Kamerman, editors, 1996

Despite the mandate of the Adoption Assistance and Child Welfare Act of 1980, the child welfare system has focused its efforts mainly on foster care services rather than prevention. The author sketches a picture of the current state of child welfare services in New York City, noting the tendency of the system to function on a fee-for-service basis and to deliver services without regard to community boundaries.

Noting these problems and the clustering of service provision in certain neighborhoods, the author argues for a fundamental reorientation of the system to a managed care approach. This approach would deliver services within the community by allotting capitated payments, which could be used for a range of services and would allow preventive programs to be undertaken more readily by service providers. A managed care system would increase flexibility in the system and help refocus attention on the outcome of these services.

Published by:
Cross-National Studies Research Program
Columbia University School of Social Work
622 West 118th Street
New York, NY 10025
Phone: 212/854-5444
Fax: 212/854-4320
$14.00

The Family, Welfare, and Homelessness

Peter Rossi 1990

A Chapin Hall Working Paper

CS-23 $5.00

This essay describes homelessness as a symptom and result of other problems in American life, places the rise in homelessness in a historical context, and compares the homeless population with the population of extremely poor people who are housed. The author finds that the homeless population at the turn of the decade was characterized not only by relative youth and a high proportion of minorities, but also by high rates of alcoholism, drug abuse, and mental disability and by the absence of sustaining family ties. The essay analyzes the adequacy of policies at that time and recommends others that might alleviate homelessness in the United States. Published with permission of the Notre Dame *Journal of Law, Ethics, and Public Policy*, where the essay first appeared.

Social Services for Children: Recent Trends and Implications

Harold Richman, Matthew Stagner 1986

A Chapin Hall Working Paper

CS-07 $5.00

Deinstitutionalization had a significant and enduring impact on the way that children with special needs are cared for in this country. This paper explores factors impeding the provision of social services to children outside institutional settings and puts forward a concept of social care that the authors identified as having potential to help social service agencies respond more effectively to the needs of the young.

Children in an Aging Society: Treasured Resource or Forgotten Minority?

Harold Richman, Matthew Stagner 1986

Reprint from *Daedalus*

CS-06 $5.00

Children are making up an ever-smaller proportion of the nation's population. The authors explore the implications of this trend for children and children's policy. As other segments of the population grow, will the needs of children be neglected? Or will children, as an increasingly precious element of society, become the focus of more intense concern and care? How might children's policy best be formulated under these conditions?

Child Welfare in Sociological and Historical Perspective

Mark Testa 1985

A Chapin Hall Working Paper

CS-05 $5.00

This paper presents an overview of the development of child welfare in the United States, from the removal of children from almshouses in the nineteenth century to the extension of due-process rights to juveniles in the 1967 Gault decision. The social trends and concepts that have informed child welfare are analyzed, and issues relevant to the future of child welfare policy are discussed.

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The Juvenile Court

Illinois Juvenile Court Improvement Project Assessment

Sheila Merry, Robert Goerge, Clark Peters, Maria Minor, Ruth Osuch

Chapin Hall was engaged by the Citizens Committee on the Juvenile Court (acting as an agent for the Illinois Supreme Court) to examine the effectiveness of the Illinois juvenile courts. Of particular concern to the project steering committee were issues of timeliness, including whether juvenile courts meet federal and state statutory guidelines for timely permanence, whether meeting those guidelines does indeed foster timely permanence, and which court practices and procedures enhance and which hinder a court's ability to meet the guidelines. Illinois has 102 counties and twenty-two judicial circuits, but one circuit composed of a single county—Cook County—accounts for 75 percent of the 50,000 Illinois children in substitute care. In recognition of this, the Citizens Committee chose to authorize a two-part assessment. Cook County was targeted for an in-depth examination, while the remainder of the state was subject to a more general examination.

The Cook County exploration employed three methods of inquiry: observation of courtroom procedures, analysis of administrative data, and interviews with court personnel. The statewide assessment was based on courtroom observation and interviews with court personnel in four counties and on a survey of judges fielded in twenty-one judicial circuits. The four county courts visited were selected because the populations they serve embody much of the demographic variation found in Illinois and, along with the Cook County Court, these courts help illustrate the different challenges faced by juvenile courts and the different strategies with which the courts respond.

This research was to be used by the sponsors in developing an action plan for court improvement. Funds for this project were awarded to the Illinois Supreme Court by the U.S. Department of Health and Human Services. Associated publications listed below. 1996.

Timeliness and Delay in the Cook County Juvenile Court Child Protection Division

Sheila Merry, Clark Peters, Robert Goerge, Ruth Osuch, Maria Minor, Stephen Budde 1997

A Chapin Hall Discussion Paper

CS-45 $8.00

This paper reviews Chapin Hall's analysis of timeliness in the Circuit Court of Cook County's Child Protection Division in completing the sequence of hearings and adjudications necessary to achieve permanence (through either permanent placement or family reunification) for children who are abused or neglected by their parents. It also identifies practices and procedures that appear to influence (positively or negatively) the Court's ability to achieve timely permanence for children.

The analysis found that, although the Court was not, overall, in compliance with statutory timeliness guidelines at the time of the study, substantial progress had been made in improving compliance over the last few years, and the improvement seemed to be continuing. Furthermore, the study found that the Court was not effective in moving toward permanent homes for children in a timely fashion once they had been placed in the custody of the Illinois Department of Children and Family Services.

Interestingly, meeting statutory guidelines for timeliness was negatively associated with achieving a timely permanent placement. This negative association may be due to the small number of adoptions completed during the period under study and to the Court's tendency to delay cases where there is a perception that a return home is at all possible.

Child Abuse and Neglect Proceedings in Illinois Jurisdictions Outside Cook County

Clark Peters, Sheila Merry 1997

A Chapin Hall Discussion Paper

CS-46 $8.00

This paper examines Illinois judicial circuits outside Cook County as part of the Illinois Court Improvement Project in order to identify issues and concerns that affect the ability of these jurisdictions to achieve "timely permanence" for children who have been abused or neglected by their parents. Researchers identified a number of factors worthy of additional attention, including: difficulty of implementing in small, rural jurisdictions statutes and policies developed primarily to respond to conditions in Cook County; problems of coordination among counties; a wide disparity in the likelihood of legal representation among jurisdictions; a perception of excessive emphasis on family reunification; lack of clear commitment to permanency hearings as envisioned by statute; limited access among court professionals to current information regarding juvenile law; and lack of management information systems to monitor and report on active cases.

Earlier Projects and Related Publication

Court Case Mediation

Sponsor: Los Angeles County
Staff: Roland Kulla
Year completed: 1990

Judicial Review of Children in Substitute Care

Sponsor: American Judicature Society, National Science Foundation
Staff: Mary Ann Hartnett, John Schuerman
Year completed: 1989

Judicial Review of Children in Substitute Care

Mary Ann Hartnett 1991
A Chapin Hall Working Paper
CS-28 $5.00

Juvenile courts must work to strike a balance between promoting the safety and well-being of children and respecting due process and the rights of families. This study examined two juvenile courts in Illinois that serve demographically similar children and families, but whose counties (Cook and St. Clair) have significantly different records concerning duration in foster care.

Managed Care

Child Welfare Managed Care Forum

Fred Wulczyn, Robert Goerge

The adoption of managed care, which is used throughout the health industry to deliver human services, is drawing much attention. In particular, there is interest in managed care as a potential solution to the fiscal and programmatic problems of the child welfare system. Chapin Hall is managing a research forum on emerging issues in managed care that involves a variety of participants in the field, including those from the traditional child welfare system who have thus far had limited participation in the managed care debate. Project activities include leadership development through technical assistance, policy analysis, program development, and implementation research. In addition, Chapin Hall is hosting leadership institutes and policy seminars for legislative and program leaders at the national and state levels to discuss the development of managed care and to highlight opportunities for reform. The forum is supported by the Edna McConnell Clark Foundation and the Foundation for Child Development. 2001.

New Strategies for Funding Child Welfare Reform

Fred Wulczyn, Robert Goerge

With bipartisan desire to fundamentally alter the nation's child welfare system, the pace of reform has quickened. Many child welfare experts and policy makers now feel that family-focused, community-based programs may prevent costly foster care placements. States around the country are experimenting with programs aimed at increasing the efficiency and efficacy of the child welfare system through alternatives to foster care. However, despite these efforts, the nation continues to spend far more of its limited resources on foster care than on preventive services. Experience in the human services sector indicates that the goal of prevention will be realized only if resources are allocated differently. For this reason, Chapin Hall researchers, with the support of the Annie E. Casey Foundation, are delivering on-site technical assistance to states contemplating fiscal reform—such as the use of managed care strategies—as an integral part of larger reform initiatives. In addition to site-specific work, the researchers are also conducting leadership institutes and state policy seminars for child welfare leaders to broaden interest in system reform that incorporates fiscal restructuring. Associated publications listed below. 1998.

Federal Fiscal Reform in Child Welfare Services

Fred Wulczyn 1998
A Chapin Hall Discussion Paper
CS-50 $ 6.00

This paper analyzes the effect of federal funding mechanisms on the nation's child welfare system and explores possible policy alternatives. First, the author examines the relationship between the level of foster-care utilization and the per diem federal reimbursement system that helps to support state child welfare activities. The author argues that the juxtaposition of social policies that seek to limit use of foster care with fiscal policies that make reimbursement contingent upon a child's placement in foster care creates a fundamental tension in the child welfare system—a tension that must be relaxed if system reform is to occur.

Next, the author examines how this tension might be reduced by making fiscal policy more compatible with social policy. He compares the per diem reimbursement system with its main alternative, a prospective payment system, and he explores the distribution of risk throughout the child welfare system—financial risk to child welfare agencies and risk to the service populations. The author closes with an exploration of alternatives to current fiscal policy that could allow for differentiated risk sharing and greater flexibility in allocating federal funds, resulting in reduction in the use of foster care and potentially better outcomes for children and families.

Setting Capitated Rates for Child Welfare Programs

Fred Wulczyn, Eileen Sheu 1998

A Chapin Hall Discussion Paper

CS-47 $6.00

Child welfare services currently operate in an environment characterized by decreasing resources, increasing need for services, and calls for cost containment and system reform. To survive in this environment, foster care agencies will have to reexamine their use of resources to ensure that they are used to achieve the best possible outcomes for the children in their care.

The authors of this paper suggest that managed care, most often used in health care delivery, is a potentially useful approach for foster care agencies. The two aspects most relevant are capitation of funds (in which a limited reimbursement for costs is accepted in exchange for flexibility in service delivery), and service review (with the expectation that increased attention to the process of care as well as to expenditures will result in lowered costs).

Unlike the current fee-for-service system, managed care funds are obtained prospectively, permitting the agency to engage in long-range planning for the allocation of resources, and to purchase alternative services as well as foster care. This paper discusses issues related to setting a capitation rate and how to estimate the maximum rate of expenditure permissible for solvency under the proposed capitation rate.

Managed Care Consultation/New York City

Fred Wulczyn, Eileen Sheu

Managed care is a strategy gaining increasing currency in the human services sector. Drawing on prior studies, Chapin Hall researchers helped the city of New York's Administration for Children's Services develop a comprehensive managed care plan for children living in foster care. The plan, among the first of its kind in the United States, is designed to integrate management and fiscal reform with neighborhood-based service strategies. The project also involved an analysis of the fiscal implications of the plan for the city and the state, the development of a system of accountability to track client outcomes, and an analysis of the potential impact of the plan on service delivery. Associated publication listed below. 1997.

New York City Task Force on Foster Care Performance Standards

Fred Wulczyn, Stephen Budde, 1997

In the fall of 1996, the Comptroller of New York City created a Task Force (on which Chapin Hall researchers served) charged with developing outcomes and performance standards for the city's foster care system. The report on the Task Force's findings provides an overview of selected foster care outcomes in three domains: system performance (continuity of care), child and family well-being, and client satisfaction. In addition, the plan makes operational recommendations for tracking outcomes over time. It also includes a summary of the methodological issues associated with tracking outcomes and a summary of relevant literature.

The Foundation for Child Development provided funding, and Chapin Hall researchers wrote the report, which was published in May of 1997 and presented to the Commissioner of the Administration for Children's Services.

To order copies of the report, contact:
New York City Comptroller
One Centre Street, Room 526
New York, New York 10007
Phone: 212/669-3747

Managed Care in Mental Health

Fred Wulczyn, Kristen Brunner

The principles of managed care are being looked to with increasing frequency as a mechanism to reform the provision of health care, including mental health services, for children and adults. New York state has proposed incorporating managed care principles into Medicaid-funded health services for children. In response, Integrated Children's Services (ICS), a consortium of eight community-based agencies that provide services—including mental health care—to children, adolescents, and their families, was created to respond to the managed care initiatives.

ICS asked Chapin Hall to conduct a study of service utilization to inform their consideration of various managed care options. Chapin Hall researchers are examining client populations and patterns of service utilization, determining the cost of different interventions, and identifying relationships between different interventions and specific client outcomes. The study has two parts. First, the researchers will determine whether the agencies' existing automated data are suitable for such a study and, if necessary, will assist ICS in creating a strategic plan for gathering the necessary information. Second, if sufficient automated data are available, the researchers will conduct a data analysis to guide ICS in creating a managed care plan to address the needs of children who are diagnosed with or at risk of developing mental health problems. 1998.

The Core Child Welfare Database/New York City

Fred Wulczyn, Britany Orlebeke, Eileen Sheu

The Commissioner of the New York City Administration for Children's Services (ACS) instituted a broad reform plan in December 1996. The plan emphasizes creating neighborhood-based approaches to planning and delivering services, using managed care strategies, monitoring program outcomes, and reviewing the performance of agencies under contract to ACS. The planning and execution of these reforms require the effective use of information about children and families. With the support of the Annie E. Casey Foundation, the Charles Hayden Foundation, the New York Community Trust, and the Robin Hood Foundation, Chapin Hall researchers are working with ACS to create a Core Child Welfare Database that addresses this need for information by integrating existing data from a number of sources, including the city's foster care tracking system, the child abuse and neglect registry, the facility data files used to monitor service providers, and the United States Census. The database will make the information more accessible for program planning and monitoring, fiscal analysis, and research.

The project has three phases. In the first phase, the researchers, drawing on Chapin Hall's experience developing the Integrated Database on Children's Services in Illinois (see p. 5), are providing technical support in the construction of the database. They will then assist ACS administrators, program managers, and field staff in the effective use of the database. Finally, they will provide support to ACS in the employment of the database for program development and for special research projects. 1998.

Managed Care and Child Welfare Reform: Assessing Progress and Developing an Evaluation Framework

Fred Wulczyn, Britany Orlebeke

Building on Chapin Hall's studies of the application of managed care strategies to the child welfare system, Chapin Hall researchers are looking closely at how to evaluate the effectiveness of such strategies in relation to the goals of the system. To do this, the researchers conducted case studies of four state and local efforts to use managed care principles and techniques to orchestrate system reform. In the second phase of the project, Chapin Hall held a research conference for members of the research, policy, advocacy, and service provider communities to begin to identify and then prioritize key evaluation questions and their implications for program evaluation designs. The two phases of the project will be described in separate monographs. Support provided by an anonymous donor. 1998.

Evaluation of the Commonworks Child Welfare Program

Fred Wulczyn

Massachusetts is one of a growing number of states that have begun to adopt the principles of managed care as a means of organizing and financing the delivery of child welfare services. The Massachusetts Department of Social Services (DSS) has developed the Commonworks program to provide residential and aftercare services for adolescents in foster care, who are referred to one of six regional Commonworks networks. DSS has negotiated contracts with a lead agency to provide services in each region, with the goal of achieving permanency for children by providing a comprehensive array of both in-home and out-of-home services.

Chapin Hall's evaluation of the Commonworks program will examine the organizational, programmatic, and fiscal strategies adopted by Commonworks partner agencies, and will study client outcomes using such measures of permanency as length of stay, movement between foster homes, and reentry to care. Specifically, researchers will look at whether Commonworks has been successful in shifting resources for residential treatment to nonresidential, community-based care, in reducing lengths of stay in foster care, and in improving child and family well-being both during and after involvement with DSS. The study is funded by the Massachusetts Department of Social Services and by Options Health Care, Inc., the services management organization under contract with the department. 2003.

Substitute Care and Adoption

Multistate Foster Care Data Archive

Fred Wulczyn, Robert Goerge, Allen Harden

Extending the methods developed for the Integrated Database on Children's Services in Illinois (see p. 5), Chapin Hall researchers have developed the Multistate Foster Care Data Archive, a database that includes foster care career histories for all children placed in state-supported substitute care living arrangements. Still in development, the Archive currently contains at least seven years of data from the following states: California, Illinois, Michigan, Missouri, New York, and Texas. These states are home to approximately one-half of the nation's

foster children. The Archive will be expanded by the addition of data from six more states by the middle of 1999. In addition, the Archive database will be enhanced by the integration of Census data and information from other public programs—such as Medicaid and child abuse and neglect registries—to provide a more complete history of service utilization.

The Archive is constructed from data that are extracted directly from the computerized administrative information systems operated by each state's child welfare agency. Raw records from the states are reprocessed into comparable and flexible analytic structures at Chapin Hall; these include longitudinal information at the individual level. Analysis of Archive data is designed to support policy and practice by providing researchers, policy makers, and service providers with better information on issues such as caseload dynamics, placement duration, multiple placements, reentry, and case outcomes across states, between communities, and over time. Sponsored by the U.S. Department of Health and Human Services, Administration on Children and Families. Associated publications listed below. Ongoing.

A Report from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983–1992

Robert Goerge, Fred Wulczyn, Allen Harden 1994
A Chapin Hall Report
CS-30 $10.00

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983–1993

Robert Goerge, Fred Wulczyn, Allen Harden 1995
A Chapin Hall Report
CS-34 $8.00 (Superseded by CS-48)

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1994

Fred Wulczyn, Allen Harden, Robert Goerge 1997
A Chapin Hall Report
CS-48 $8.00

The authors of these three reports describe and compare the foster care populations of six states (California, Illinois, Michigan, New York, Texas, and Missouri), which, taken together, are home to approximately half of the nation's foster care caseload. The reports provide policy makers, legislators, and agency administrators with a body of information about significant trends of the last decade designed to help them weigh the effectiveness of current child welfare policy and program administration.

Among the findings:

- Foster care caseloads have more than doubled since 1983.
- Year to year, admissions to care have been more dynamic than discharges; first admissions to care have been more dynamic than discharges or reentries.
- In the observed cases of extremely rapid short-term growth in foster care caseloads, most activity has been concentrated in the states' major urban centers.
- Much of the recent growth in the foster care population has involved the placement of children with relatives. Although children in kinship placements tend to stay in care longer, they are less likely to reenter care following discharge.
- Overall, infants and young children are the fastest-growing segment of the foster care population. Almost one-fourth of all children who entered care between 1990 and 1992 did so before their first birthdays, and these children tend to remain in foster care longer than older children.
- Almost two-thirds of the children who are discharged from foster care are reunified with their families, and most reunifications occur within two years of the child's removal from home. After two years, the likelihood of family reunification decreases sharply.
- Approximately 10 to 15 percent of the children discharged from foster care are adopted. Children who enter foster care as infants are more likely to be adopted than children who enter at older ages.
- A substantial number of the children who enter foster care become long-term clients of the child welfare system; over one-third of the children currently in care have been in care for over 30 months.

New Comparative Insights into States and Their Foster Children

Robert Goerge, Fred Wulczyn, Allen Harden 1996
Reprint from *Public Welfare*
CS-42 $5.00

This article provides an overview of the content and capabilities of the Multistate Foster Care Data Archive. Using this database, the authors examine the overall foster care trends in five states and break down the growth by state and by urban area. The study looks specifically at the years 1983-93, in which the foster care population grew substantially.

Tracking Children from Report to Reunification: Developing a Core Set of Data Related to Child Welfare

Robert Goerge, John Van Voorhis, Lisa Sanfilippo, Allen Harden

The two principal divisions in state child welfare systems—child protection and child welfare services—often operate in isolation from one another. Because information concerning each of these two major functions—the investigations by child protection and the service provi-

sion of caseworkers—is also maintained separately, it is difficult to fully understand the effectiveness of the child welfare system. Chapin Hall researchers have, for the first time, linked child protective services data (data on abuse and neglect investigations) with child welfare services data (data on foster care and other services that children and families receive) in three states: Illinois, Michigan, and Missouri.

These linked data provide increased understanding of what happens between the receipt of a first report that a child has been abused or neglected and the child's receipt of services. They also illuminate how a child's history of abuse and neglect is related to the child's receiving services. Indicators developed and analyzed using the event-history method include the elapsed time between important events (initial report, investigation, indication, case opening, placement, reunification, and discharge) in the human service careers of children and families. The analysis includes cross-tabulations of the numbers of children experiencing each of these events and the outcomes of the events.

This project drew on data in the Multistate Foster Care Data Archive being constructed at Chapin Hall (see p. 22). Phase I included data from Illinois and Michigan and was completed in 1995. Phase II also included data from Missouri. The project was supported by the Office of the Assistant Secretary for Planning and Evaluation of the U.S. Department of Health and Human Services. Associated publication below, 1996.

Core Data Set Project: Child Welfare Service Histories

Robert George, John Van Voorhis, Lisa Santilippo, Allen Harden 1996

This report uses administrative data to examine the child welfare service histories of children in Illinois and Michigan. The report links data from the two domains of child welfare systems—child protection and child welfare services—to create indicators across both. The investigators examine records regarding children reported to the two state child protective services agencies between 1990 and 1994. The size of the population covered in this report is nearly 1.4 million children in Illinois and 800,000 in Michigan.

Published by:

U.S. Department of Health and Human Services

Office of the Assistant Secretary for Planning and Evaluation

200 Independence Avenue

Washington, DC 20201

The complete copy of the report may be downloaded from the ASPE Website:

http://aspe.os.dhhs.gov/hsp/cyphome.htm

Characteristics of Formal and Informal Kinship Care

Allen Harden, Robert George, Mairead Reidy, David Koepke

The large and growing number of children needing substitute care, along with the desire to minimize disruption in children's lives, has led to a rise in the use of kinship care—the placement of children with relatives rather than with foster parents unknown to them. In response to a task order from the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, Chapin Hall and the Urban Institute attempted to construct an accurate picture of the number of children in kinship care in the United States using available data sources. Researchers used available data sources—including twelve years of the Current Population Survey, the 1990 Census of Population, the Integrated Database on Children's Services in Illinois (IDB) developed and maintained at Chapin Hall (see p. 5), and Chapin Hall's Multi-State Foster Care Data Archive (see p. 22)—to provide the best information to date on the number of children in kinship care, the characteristics of these families, the duration of children's stays in kinship care, the differences among families involved in formal and informal arrangements, and the trends in these areas over time. Associated publication li[illegible] below, 1996.

Informal and Formal Kinship Care

Allen Harden, Rebecca Clark, Karen Maguire (Urban Institute) 1997

A Chapin Hall Working Paper

CS-49 $10.00

This working paper presents the results of a study of kinship care in the United States that attempted to illuminate this increasingly important policy issue. Particular importance was attached to developing information that could support comparison between formal kinship care arrangements (that is, foster care provided by relatives under the auspices of the state) and informal kinship arrangements (all other care giving provided by relatives in the absence of a parent).

This paper describes national patterns and trends in kinship care, providing the best information to date on the number of children in kinship care in four states—California, Illinois, New York, and Missouri. Although levels of kinship care were similar across all four states, the study found that levels of formal foster care varied dramatically, that informal kinship care was the far more common form of care, and that younger children in kinship care were more likely than older children to be in

formal kinship care. Within each state, the researchers compared the levels of formal and informal kinship care in the urban versus non-urban areas, and with regard to formal kinship foster care, examined the effect of race (in urban and non-urban areas) on the prevalence of this phenomenon.

Finally, the paper focuses on formal and informal kinship care dynamics in Illinois. Drawing on the comprehensive and detailed data in Chapin Hall's IDB, researchers were able to compare characteristics, and track changes in those statuses, of children in informal and formal kinship care settings and their care givers, such as receipt of AFDC, race, region of residence, gender, and age. This study adds greater depth and detail to the picture that can be drawn with any one of the data sources used for the study.

This publication is also available from the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation (ASPE) and at the ASPE Website: http://aspe.os.dhhs.gov/hsp/cyphome.htm

California Foster Care Population Analysis

Fred Wulczyn

Chapin Hall undertook a brief analysis to assess the duration and costs of foster care placement in Sacramento County, California. The study focused particularly on young children in foster homes and older children placed in group care facilities. The project was supported by the U.S. General Accounting Office. 1996.

Earlier Projects and Related Publications

A Study of Adoption Disruption and Displacement in Illinois

Sponsor: U.S. Department of Health and Human Services
Staff: Robert Goerge, Eboni Howard, David Yu
Year Completed: 1995

Adoption Disruption and Displacement: The Illinois Child Welfare System, 1976-94

Robert Goerge, Eboni Howard, David Yu 1995
A Chapin Hall Working Paper
CS-35 $5.00

Although promoting successful adoptions is an important goal for the child welfare system, a significant number of such efforts fail. Each year, children who have been legally adopted, or who are living in adoptive placements with the expectation of being adopted, experience the breakdown of these arrangements. The authors of this study employed an administrative dataset covering all children admitted to the custody of the Illinois Department of Children and Family Services between January 1976 and August 1994 to document the incidence of adoption disruptions and displacements in the Illinois child welfare system.

The study yielded three primary observations. First, since the passage of the 1980 Adoption Assistance and Child Welfare Act (PL 96-272)—which mandated permanency planning for every child in state custody, leading courts and agencies to pursue adoption as a goal for children unlikely to be reunified with their families—the number of adoptions and adoptive placements has substantially increased, while the failures of adoptions and adoptive placements have declined. Second, the study demonstrates that adoption disruption, which refers to a breakdown before the adoption has been legalized, and adoption displacement, which describes the rupture of such a relationship after a legal adoption has been completed, occur at different rates, and that risk is different in certain segments of the population. Finally, the study confirmed the centrality of certain risk factors identified in earlier studies, such as age and length of placement.

Information Systems of the Pew Children's Initiative: Technical Assistance

Sponsor: Pew Charitable Trusts
Staff: Robert Goerge
Year completed: 1994

Data Necessary to Support National Policy Functions in Foster Care and Adoption

Sponsor: U.S. Senate Advisory Committee on Adoption and Foster Care
Staff: Mark Testa
Year completed: 1987

Data Necessary to Support National Policy Functions in Foster Care and Adoption

Mark Testa 1987
A Chapin Hall Working Paper
CS-11 $5.00

Prepared for the Senate Advisory Committee on Adoption and Foster Care Information, this essay describes the data collection required to provide a basis for national policy functions in foster care and adoption. The author suggests a model: a limited set of quantitative indicators that would enable federal policy makers to make informed decisions about the impact of existing policies and programs. Methodological aspects of collecting and maintaining data on a national scale are also discussed.

Child Foster Care Welfare Reform Project

Sponsor: Annie E. Casey Foundation
Staff: Roland Kulla
Year completed: 1992

Advocate Home Network Demonstration in Illinois

Sponsor: Illinois Department of Children and Family Services

Staff: Joan Costello

Year completed: 1989

The Advocate Home Network Demonstration in Illinois

Joan Costello 1989

A Chapin Hall Working Paper

CS-17 $5.00

This paper explores the effects of implementing in Illinois an innovative program of foster homes that operate in a quasi-extended family network within a community. The model was developed in Ohio for therapeutic foster care of disturbed and delinquent youth, but applied to homeless youth in Illinois. The paper addresses issues related to the "transfer of technology" from one site to another, and examines whether the model of therapeutic foster care used was effective in preparing homeless youth for independence.

Residential Schools for Children Revisited

Sponsor: Commonwealth Fund of New York

Staff: Joan Costello

Year completed: 1990

Caring for Children Who Need Out-of-Home Placement

Sponsor: The Milbank Memorial Fund

Staff: Joan Costello

Year Completed: 1995

Foster Care Outcomes Since the Passage of P.L. 96-272

Sponsor: U.S. Government Accounting Office

Staff: Robert Goerge

Year completed: 1990

Effects of Caseworker Activity on Outcomes of Foster Children

Sponsor: U.S. Department of Health and Human Services

Staff: Robert Goerge

Year completed: 1992

Policy and Resource Factors in the Achievement of Permanency for Foster Children in Illinois

Sponsor: U.S. Department of Health and Human Services, Administration on Children, Youth, and Families

Staff: Mark Testa, Robert Goerge

Year completed: 1988

Policy and Resource Factors in the Achievement of Permanency for Foster Children in Illinois

Mark Testa, Robert Goerge 1988

A Chapin Hall Working Paper

CS-14 $5.00

This paper presents the findings of an analysis of longitudinal child-tracking and financial data for a 1-in-40 sample of Illinois children in foster care between 1976 and 1986. The purpose of the analysis was to assess the consequences of the Adoption Assistance and Child Welfare Act of 1980 (P.L. 96-272) as these were reflected in lengths of reunification and reentry in a single large state. The analysis offers insight into the effects of P.L. 96-272 on children's chances of achieving permanent placements.

Public Policy and the Dynamics of Foster Care: A Multistate Study of Placement Histories

Sponsor: U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

Staff: Robert Goerge, Fred Wulczyn

Year completed: 1991

Placement Duration and Foster Care Reentry in New York and Illinois

Robert Goerge, Fred Wulczyn 1990

Chapin Hall Working Papers

Vol. 1 (Report) CS-24 $10.00

Vol. 2 (Tables) CS-25 $5.00

Volume 1 contains the text of the report with selected tables. Volume 2 presents supplementary tables. Volumes may be purchased separately or together.

The Adoption Assistance and Child Welfare Act of 1980 (P.L. 96-272) established procedural requirements intended to alleviate abuses in the foster care system. This paper looks at how well foster care systems were serving children, their birth families, and families who adopted over a decade later. Using administrative data on the foster care populations in New York from 1982-89 and in Illinois from 1976-88, this paper presents analyses of lengths of stay and reentry of children into foster care.

Financial and Service Determinants of Children's Careers in Substitute Care

Sponsor: U.S. Department of Health and Human Services

Staff: Mark Testa, Robert Goerge

Year completed: 1990

Foster Care Placement: The Child's Perspective

Sponsor: Dr. Scholl Foundation

Staff: Harold Richman, Penny Johnson

Year completed: 1988

formal kinship care. Within each state, the researchers compared the levels of formal and informal kinship care in the urban versus non-urban areas, and with regard to formal kinship foster care, examined the effect of race (in urban and non-urban areas) on the prevalence of this phenomenon.

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Child Foster Care Welfare Reform Project

Sponsor: Annie E. Casey Foundation
Staff: Roland Kulla
Year completed: 1992

Caring for Adolescents in Care: An Action Plan for Illinois

Sheila Merry 1987

A Chapin Hall Working Paper

CS-10 $5.00

This work grew out of the author's travels throughout the United States and Great Britain as a Community Service Fellow of the Chicago Community Trust. Both an action plan and a resource book, the essay presents the author's ideas for better meeting the needs of adolescents who come to the attention of the state; it also profiles programs offering innovative adolescent services.

The Children of the State

Joan Gittens

These publications present histories tracing significant changes in the way Illinois has perceived and responded to children's needs from the early days of statehood to the present.

Vol. 1: Child Labor Reform and Education in Illinois, 1818-1980s

Vol. 2: Dependent Children in Illinois, 1818-1980s

Vol. 3: Delinquent Children in Illinois, 1818-1980s

Volumes 1 and 2 are superseded by *Poor Relations: Children of the State of Illinois 1818-1990* (Urbana, University of Illinois Press, 1994, xi, 295 p.). Volume 3 is available from National Opinion Research Center, 1155 E. 60th St., Chicago, IL 60637.

Family Preservation

The Evaluation of Family Preservation and Reunification Services

John Schuerman, Peter Rossi

Chapin Hall is participating in a national evaluation of family preservation programs created by the Omnibus Budget Reconciliation Act (OBRA), passed by Congress in 1993. OBRA established a five-year capped entitlement program for state-level family preservation and family support services totaling nearly $1 billion. This evaluation is expected to play a key role in national and state decisions about the future of family preservation services. Up to 500 families in each of five sites throughout the country have been selected for the study of causal connections between interventions and outcomes. These families have been randomly assigned either to a treatment group that receives family preservation services or to a control group that does not receive family preservation services but receives other child welfare services.

The evaluation includes extensive interviews with investigating workers and caseworkers for each family and caretakers in each family while families are receiving services and after the conclusion of service provision. Data will be gathered for twenty-four months after families enroll in the study. The combination of qualitative and quantitative analysis should enable Chapin Hall and its collaborators, Westat, Inc. and James Bell and Associates, to provide a comprehensive picture of family preservation services and their effects. The project is funded by the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. Associated publications below, 2000.

A Synthesis of Research on Family Preservation and Family Reunification Programs

Julia Littell, John Schuerman 1995

The paper reviews research on programs aimed at preventing out-of-home placement of children, broader family preservation programs, and programs designed to reunify families with children in foster care. It examines what is known about the outcomes of these programs, relationships between service characteristics and outcomes, and the response of subgroup clients to services. (See the next listing for a comparison review of family preservation and reunification programs.)

Claims that family preservation programs result in substantial reductions in the placement of children are based largely on nonexperimental studies. Such studies do not provide solid evidence of program effects. Evidence from controlled studies of placement prevention effects is much weaker. The results of controlled studies suggest that difficulties in targeting services to families at risk of placement contribute to the lack of effects on likelihood of placement. The small amount of evidence on outcomes other than placement suggests that these programs have little effect on the recurrence of child maltreatment, although they may produce modest, short-term improvements in some aspects of child and family functioning.

Research on family reunification programs is in its infancy and there are very few controlled studies in this area. Available evidence is mixed. While some studies suggest that intensive, in-home services can speed the process of family reunification, the long-term effects of these programs are largely unknown. In particular, it is not clear whether intensive service programs increase the rates at which children return home, reduce the risk of foster care reentry, or lessen the chance of subsequent child maltreatment.

The report was submitted to the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation by the prime contractor for the Evaluation of Family Preservation and Family Reunification Programs, Westat, Incorporated, in association with Chapin Hall and James Bell and Associates.

Published by: U.S. Department of Health and Human Services

Office of the Assistant Secretary for Planning and Evaluation

200 Independence Avenue

Washington, DC 20201

The complete copy of the report may be downloaded from the ASPE Website:
http://aspe.os.dhhs.gov/hsp/cyphome.htm

A Review of Family Preservation and Family Reunification Programs

John Schuerman 1995

This report, along with a companion paper (described immediately above) that reviews the family preservation literature, was developed to help inform the selection of candidate sites for the Evaluation of Family Preservation and Family Reunification Programs. It describes the state of the family preservation field and examines in greater depth the characteristics and operations of programs that are potential sites for the evaluation.

The report was submitted to the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation by the prime contractor for the Evaluation of Family Preservation and Family Reunification Programs, Westat, Incorporated, in association with Chapin Hall and James Bell and Associates.

U.S. Department of Health and Human Services

Office of the Assistant Secretary for Planning and Evaluation

200 Independence Avenue

Washington, DC 20201

The complete copy of the report may be downloaded from the ASPE Website:
http://aspe.os.dhhs.gov/hsp/cyphome.htm

The History and Future of Family Preservation

Harold Richman, Clark Peters

The Edna McConnell Clark Foundation, a long-time investor in the field of family preservation, has refocused its grantmaking for children toward child protection. As part of the legacy of its work in family preservation, the Foundation is committed to an examination of the development of the field of family preservation. The Foundation has asked Chapin Hall to assist in this analysis, offering the Center a unique opportunity to explore the development of family preservation as both idea and practice.

Chapin Hall researchers have consulted with a group of experts in the field to frame the questions to be asked and papers to be written as part of this project. These papers will focus on such matters as the history, practice, policy implications, evaluation, and future of family preservation. Following the development of the various papers, a conference of experts in the field will be convened to discuss the issues raised and framed. Finally, a book drawing on both the papers and the conference will be published, 1999.

Full-Family Partnership Evaluation

Gina Barclay-McLaughlin, David Seith

The Full-Family Partnership (FFP) is a welfare-to-work demonstration project of Jobs for Youth/Chicago (JFY), a job-readiness and training program. Chapin Hall researchers are participating in a three-year evaluation of the FFP that is being conducted by researchers from the Center for Social Program Evaluation at the Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago.

FFP offers intensely focused workshops, tailored to the trainees' skill levels, that combine job-readiness training, job-placement activities, and, for those without a high school diploma or GED, basic education services. JFY/FFP serves both parents in young couples and includes among its objectives family support activities. The family support programming offered by JFY is of special interest in this study.

The evaluation employs three comparison groups—parents at JFY not enrolled in FFP, participants in Job Training Partnership Act services, and participants in the Parental Involvement Project (PIP). PIP serves noncustodial fathers who seek to provide their children with emotional, social, and financial support through education classes, parenting classes, employment counseling, and employment placement. PIP includes family support activities that involve both the client and the custodial parent. Data will be collected on the JFY and comparison groups through observation, surveys, and interviews. The JFY client tracking database will also provide information on services delivered and time and effort spent serving FFP participants. Staff will be interviewed and surveyed as well.

Chapin Hall researchers are involved in the one-year, first phase of the evaluation. Their work has four major objectives: (1) to develop rapport with program administration and staff to provide researchers with greater understanding of the programs; (2) to create a climate for obtaining honest feedback and conducting observations, interviews, and record review; (3) to interview partici-

pants and staff and produce an interim report based on these activities; and (4) to contribute to the development and refinement of measures for staff-and-client survey instruments.

The project is conducted under a contract with JFY, funded in part by the evaluation component of a U.S. Department of Labor demonstration grant. The Principal Investigator is James Heckman, Director of the Center for Social Program Evaluation (CSPE). The Coprincipal Investigators are Rachel Gordon of the Department of Psychiatry and Alfred P. Sloan Center on Parents, Children, and Work at the University of Chicago, and Carolyn Heinrich of CSPE. Also working with Chapin Hall on the project is Wrenetha Julion, a doctoral student in nursing at Rush University. 1998.

Earlier Projects and Related Publications

Evaluation of the Family First Placement Prevention Program

Sponsors: Illinois Department of Children and Family Services, U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

Staff: John Schuerman, Tina Rzepnicki, Julia Littell

Year Completed: 1993

Innovations in Child Welfare: Preventing Out-of-Home Placement of Abused and Neglected Children

Julia Littell, John Schuerman, forthcoming

To be published in *Innovations in Practice and Service Delivery Across the Lifespan*, David E. Biegel and Arthur Blum, Editors, Oxford University Press

The major service innovation in child welfare in recent times, according to the authors, is family preservation. Both a policy goal, based on a set of principles underlying child welfare practice, and a model of service delivery, family preservation typically involves intensive in-home services aimed at preserving families of maltreated children. In order to put family preservation into context, the authors begin with a discussion of child abuse and neglect, the functioning of the child welfare system, and underlying principles of child welfare practice. They focus primarily on family preservation as a method of service delivery, considering features of the current service environment that are likely to impinge on family preservation practice and suggesting directions for practice, policy, and further research.

Putting Families First: An Experiment in Family Preservation

John Schuerman, Tina Rzepnicki, Julia Littell 1994

Putting Families First considers the efficacy of family preservation programs in the context of Chapin Hall's large-scale evaluation of Illinois's Family First program. Based on the results of their evaluation, the authors offer a new approach to reforming the child welfare system. They suggest that family preservation services should constitute only one component in a comprehensive reform effort, which should also include improvements in the foster care system and more refined decision making about cases. They argue that a genuinely comprehensive reform effort must also address the societal problems contributing to the crisis in child welfare—problems such as inadequate housing, the epidemic of substance abuse, and community violence.

Published by Aldine de Gruyter

200 Saw Mill River Road

Hawthorne, NY 10532

Send $49.95 for cloth (ISBN 0-202-36091-1), $27.95 for paper (ISBN 0-202-36092-X). Please add $4.00 postage and handling for the first book ordered and $1.00 for each additional book. New York residents, please add sales tax.

Effects of the Duration, Intensity, and Breadth of Family Preservation Services: A New Analysis of Data from the Illinois Family First Experiment

Julia Littell 1997

Published in *Children and Youth Services Review*, vol. 19, nos. 1-2, pp. 17-39

Reexamining data from the evaluation of the Illinois Family First Placement Prevention Program, the author finds that the duration, intensity, and breadth of family preservation services have little overall impact on the out-of-home placement of children, the recurrence of child maltreatment, or the closing of child welfare cases. In light of her analyses, the author sees a need for further research to better understand the effects of family preservation services and urges their flexible use until those effects are better understood. She also notes that some problems that may contribute to child abuse and neglect—such as those rooted in poverty, unemployment, mental illness and substance abuse—are unlikely to be remedied by family preservation practices or by the larger child welfare system.

An Experimental Study of Family Prevention Services: Early Findings from a Parent Survey

Tina Rzepnicki, John Schuerman, Julia Littell, Amy Chak, Marva Lopez 1994

Published in *Child Welfare Research Review* (volume 1), edited by R. Barth, J. Berrick, and N. Gilbert. Published by Columbia University Press

This paper presents initial findings from the longitudinal parent survey component of the experimental evaluation of the Illinois Family First Placement Prevention Program. The analysis, which relies on a Chicago subset of the respondent population, details parents' views of changes experienced by their families in nine domains of functioning—housing, economic conditions, physical child care, discipline and emotional care of children, children's academic adjustment, children's conduct, children's symptomatic behavior, victimization of children, and parental coping. The chapter also reports parents' views of their relationships with their primary social workers and on services received.

Columbia University Press
526 West 113th Street
New York, New York 10025
Phone: 212/666-1000

Shifting Objectives in Family Preservation Programs

Julia Littell, John Schuerman, Tina Rzepnicki, Jeanne Howard, Stephen Budde 1993

Published in *Advancing Family Preservation Practice*, edited by E. Morton and R. Grigsby. Published by Sage Publications

Drawing on the experimental evaluation of the Illinois Family First Placement Preservation Program, the authors suggest that the original aims of family preservation—to provide intensive services to prevent imminent placement of a child or children—have been informally broadened to include providing services to families with severe and immediate needs, but for whom the risk of placement is not imminent. The authors consider how this broadening may have come about, the implications of the change for thinking about program effects, and the implications for program objectives.

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Thousand Oaks, CA 91359-9924
Phone: 805/499-9774
Fax: 805/499-0871
E-mail: order@sagepub.com

From Chicago to Little Egypt: Lessons from an Evaluation of a Family Preservation Program

John Schuerman, Tina Rzepnicki, Julia Littell 1991

Published in *Family Preservation Services*, edited by D. Biegel and K. Wells. Published by Sage Publications

Early in the experimental evaluation of the Illinois Family First Placement Prevention Program, the authors set out to describe the challenges they were encountering in the conduct of that evaluation. These challenges included problems of definition, such as those related to the complex meaning of child placement in situations in which children risk or suffer from abuse and neglect, and those related to identification of the target group for services. They also included design and implementation issues, data quality concerns, and measurement difficulties, such as those associated with capturing changes in family functioning or system-level effects.

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E-mail: order@sagepub.com

Evaluation of Family Reunification Services Provided Under the Illinois Family First Program

Sponsor: Illinois Department of Children and Family Services
Staff: John Schuerman, Tina Rzepnicki, Penny Johnson
Year Completed: 1994

Facing Uncertainty: Reuniting High-Risk Families

Tina Rzepnicki, John Schuerman, Penny Johnson 1997

This chapter describes the Illinois Family Reunification Program and the evaluation of the program, and reports key evaluation findings. The authors write that, despite the limitations placed on the evaluation by its nonexperimental design, the findings "suggest that intensive family reunification programs may have some merit," and they recommend further assessment with rigorous methods. The problem of inappropriate targeting of services—a central issue in the delivery and evaluation of family preservation services—plays an important role in family reunification programming, owing in part to the difficulty of identifying which families are likely to be reunited within the program's time limits. The authors suggest that, given targeting difficulties and the benefits that programs provide to families other than reunification, that such services be made more broadly available to families as they enter the child welfare system.

Published in *Child Welfare Research Review* (volume two) R. Barth, J. Berrick, N. Gilbert. Published by Columbia University Press

Columbia University Press
562 West 113th Street
New York, New York 10025
Phone: 212/666-1000

What Works Best for Whom? A Closer Look at Intensive Family Preservation Services

Julia Littell, John Schuerman, forthcoming

To be published in *Children and Youth Services Review*

In this article, the authors explore various ways of dividing child welfare cases into subgroups that represent significant problems facing the child welfare field—cocaine abuse, inadequate housing, mental health problems, and child care skill deficits. They present data on relationships between service characteristics and outcomes for these subgroups, who are receiving intensive family preservation services. In all of the subgroups studied, the duration of in-home services, intensity of contact with workers, number of concrete services, and provision of specific types of services did not alter the likelihood of out-of-home placement, subsequent maltreatment, or case closing in the public child welfare agency. The authors discuss the implications of these findings for research and practice.

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What Works Best for Whom in Family Preservation?

Sponsor: An Anonymous Donor
Julia Littell, John Schuerman, Amy Chak
Year Completed: 1994

What Works Best for Whom in Family Preservation? Relationships Between Service Characteristics and Outcomes for Selected Subgroups of Families

Julia Littell, John Schuerman, Amy Chak 1994

A Chapin Hall Working Paper
CS-31 $10.00

This paper details the results of Chapin Hall's examination of subgroups of cases in the Illinois Family First program. Among the findings detailed: family preservation programs in Chicago increased the risk of placement for cases with cocaine-exposed infants and reduced the risk of maltreatment in a subgroup of families with child care skill deficits; outside of Chicago, the program reduced the likelihood of placement among families with both housing and cocaine problems, and increased placement among families with child care skill deficits. These findings suggest that policy makers should encourage the flexible use of family preservation services rather than attempting to prescribe or standardize their features.

Other Publications

Best Interests and Family Preservation in America

John Schuerman 1997

A Chapin Hall Discussion Paper
CS-44 $6.00

There was widespread acceptance in the United States of the principles of family preservation as congruent with the best interests of children in situations of abuse and neglect, but acceptance of those principles has for some time been on the decline. This paper discusses the "best interest" ideas articulated by Joseph Goldstein, Anna Freud, and Albert Solnit in *Before the Best Interests of the Child* and *Beyond the Best Interests of the Child*, comparing those ideas with the principles underlying child welfare decision making in the United States. These principles are: reasonable efforts, permanency planning, and the least restrictive alternative. The author addresses some of what goes wrong in the implementation of the U.S. principles, particularly as manifested in the family preservation ideal.

The paper was originally presented at the conference "In the Best Interest of the Child" in 1996 at the Sigmund Freud Center for Psychoanalysis of the Hebrew University of Jerusalem, and will be included in the conference proceedings, to be published by Jason Aronson Publishers.

Implementation Issues

John Schuerman, Tina Rzepnicki, Julia Littell, Stephen Budde 1992

Published in *Children and Youth Services Review*, vol. 14, pp. 193-206

Targeting is key among the family preservation implementation issues discussed in this article. Families receiving family preservation services in many locations may have an acute need for services, but may not be at imminent risk of having a child taken into state custody. The authors' examination of targeting and other implementation issues leads them to recommend theoretical and empirical work and policy decision making to provide additional clarity regarding the appropriate aims and scope of family preservation programming. They also recommend research on the effects of such services, examination of effective programs, accurate estimation of the size of the target population, and analyses of which groups are most likely to benefit.

Issues in Evaluating Intensive Family Preservation Services

John Schuerman, Tina Rzepnicki, Julia Littell 1991

Published in *Intensive Family Preservation Services: An Instructional Sourcebook*. Published by the Mandel School of Applied Social Sciences, Case Western Reserve University

The evaluator of social programs is frequently charged with providing the knowledge that supports program planning, decision making about program funding, and the targeting and distribution of services. The difficulties faced by evaluators can include social program complexity that makes characterizing the program's components and operations challenging, lack of clarity in such key definitions as the appropriate target population, the presence within and outside of the program of constituencies convinced prior to any evaluation of the program's efficacy, and such design issues as those that arise in selecting quasi-experimental or experimental approaches. The authors draw on their experiences evaluating the Illinois Family First Placement Prevention Program to explore the challenges to an evaluator in designing and implementing workable evaluations of family preservation programs.

Mandel School of Applied Social Sciences
Case Western Reserve University
10900 Euclid Avenue
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Child Health and Well-Being

The State of the Child

Robert Goerge, Bong Joo Lee, Jacqueline Moore, Susan Campbell

The State of the Child project and report will take a comprehensive look at the current condition of Illinois children in the closing years of this century and will serve as a key information source for those planning policy and program reforms affecting children. As we approach the turn of the century and millennium, we are witnessing dramatic changes in social policy governing human services and other programs for children and families at both the federal and state levels. Many states are planning and implementing reforms in the areas of education, income maintenance, health care, services for abused and neglected children and their families, and services to children with disabilities. As a result of increased state responsibility and flexibility, children's experiences in the welfare and human services systems have changed and are expected to change even more in the years to come. How children fare under the new wave of reforms will depend on how individual states respond to their new responsibilities and the broader social and economic environment.

The new volume, like the 1980 and 1985 State of the Child reports (see p. 34), will focus on children—rather than programs or institutions—and will include favorable indicators as well as those that reflect children's deficits or problems. The report will include information on such topics as: child demographics, changing family structures, child welfare, children's health, children with special needs, childhood poverty, youth and violence, education, primary supports, and children's habitat. The report will focus on Illinois children, but the report's relevance will extend to other states confronting many of the same challenges in caring for children. Kraft Foods, Inc. made a lead grant in support of this project. Additional support has been provided by the Helen V. Brach Foundation, the Field Foundation of Illinois, the Lloyd A. Fry Foundation, the Hummel Foundation, the Polk Bros. Foundation, and the Michael Reese Health Trust, and further support is being sought among Illinois foundations. 1999.

Behavioral Treatment of Drug Abuse in Pregnant Women

Jacqueline Moore

Studies have shown that women who abuse drugs during pregnancy are more likely to have children with a variety of health and behavioral problems. The University of Texas, with the support of the National Institutes of Health, conducted a study to identify effective ways to help pregnant women who abuse drugs to reduce or eliminate their use and to improve their prenatal health. As part of this examination, Chapin Hall explored how prenatal drug exposure affects the cognitive and social development of infants and how caregiver sensitivity can enhance the development of such infants. The study, which involved interviewing women who used drugs during pregnancy and videotaping them interacting with their children, focused on the mother's child-rearing history and knowledge and her perceptions of and sensitivity to her child. 1997.

Service Utilization and Characteristics of Disabled Children

Robert Goerge, Lucy Mackey Bilaver, Bong Joo Lee, Allison Gordley Harris

Children with disabilities (including but not limited to physical, emotional, and developmental disabilities) are eligible to receive an array of services including income assistance in the form of Supplemental Security Income, health insurance through Medicaid, early intervention programs administered by both the Department of Mental Health and Developmental Disabilities and the Board of Education, and special education programs through the schools. Chapin Hall researchers embarked in 1994 on an

examination of the demographic and socioeconomic characteristics, as well as the human service utilization of disabled children in Illinois. Using the Integrated Database on Children's Services in Illinois and its unique advantages for cross-system analyses of whole populations (see p. 5), the study included all children identified in administrative records as receiving one or more services. Researchers analyzed trends over a five-year period (July 1989 to June 1994) in demographic characteristics of disabled children, the extent to which socioeconomic characteristics related to child disability, and the utilization of multiple services by disabled children. The study was funded by the U.S. Department of Health and Human Services (HHS). By analyzing events during one time period of changing policies that greatly affected the services used by children with disabilities, researchers were able to draw on the experience of the recent past to assist HHS and the disability field in designing services in another era of changing policy. 1996.

Kids Count

Robert Goerge, Bong Joo Lee, Mairead Reidy, David Yu

Voices for Illinois Children, a statewide, multi-issue, not-for-profit action group for children, publishes *Illinois Kids Count* and its companion, *Chicago Kids Count*. The project profiles twelve indicators of child well-being under the categories of education, health, economic security, and special needs. Drawing on the Integrated Database on Children's Services in Illinois (see p. 5), Chapin Hall was able to provide Voices for Illinois Children with data for three of the indicators from 1985 to 1997: abuse and neglect, foster care, and new families at risk. Completed annually from 1992. Associated publication listed below. 1997.

Illinois Kids Count
Published by Voices for Illinois Children
208 S. LaSalle Street, Suite 1580
Chicago, IL 60604
Phone: 312/456-0600
$15.00

Earlier Projects and Related Publications

State of the Child

Sponsor: Lloyd A. Fry Foundation
Staff: Mark Testa
Year completed: 1985

The State of the Child: 1980

Mark Testa, Fred Wulczyn 1980
A Chapin Hall Report
CS-01 $10.00

The State of the Child: 1985

Mark Testa, Edward Lawlor 1985
A Chapin Hall Report
CS-04 $10.00

The State of the Child reports document and analyze trends on a range of indicators illustrating aspects of the condition of children in the state of Illinois. The reports discuss the demographic characteristics of the total child population, its distribution through the state, the composition and characteristics of the families in which children live, and children's economic status, health, and other characteristics. The reports present and analyze data on such topics as infant mortality, child abuse and neglect, children living in poverty, children in substitute care, teen pregnancy and parenthood, and youth alienation. The data presented are drawn from a wide variety of published and unpublished sources, including the 1980 United States Census and administrative data from state agencies. The later report compares the condition of children in 1985 with their condition five years earlier and identifies key policy changes that occurred during the period.

The 1985 report was supported by the Lloyd A. Fry Foundation. The 1980 report was supported by the Chicago Community Trust, the Joyce Foundation, and the Ford Foundation.

Children and the State: Responsibilities and Expenditures

Rob Hugi 1983
A Chapin Hall Report
CS-02 $10.00

A companion to the 1980 the *State of the Child*, this report provides a comprehensive view of the state of Illinois's then-recent efforts on behalf of children. It describes the state's legal responsibilities toward children and the programs and expenditures authorized to meet their needs. The report was written to illuminate trends detailed in the *State of the Child: 1980* and to provide a basis for assessing the proper role of the state in children's lives.

Support for *Children and the State* was provided by the Joyce Foundation, the Chicago Community Trust, the Bush

Foundation, the Pittway Charitable Foundation, the John D. and Catherine T. MacArthur Foundation, the Ford Foundation, the Prince Charitable Trusts, the Bowman C. Lingle Trust, the Illinois departments of Public Aid, Public Health, and Commerce and Community Affairs, and the Illinois Law Enforcement Commission.

Poverty, Ethnicity, and Health in Chicago

Sponsors: Chicago Community Trust, National Opinion Research Center

Staff: Noah Lewin-Epstein

Year completed: 1989

Infant Mortality Information and Evaluation Systems Project

Sponsor: The Woodlawn Organization

Staff: Harold Richman

Year completed: 1988

Support for Families of Children with Disabilities at Home and in the Community

Sponsor: La Rabida Children's Hospital

Staff: Julia Littell, Stephen Grant

Year completed: 1987

Study of Chronic Illness Among Children in Illinois

Sponsor: Colman Fund for the Well-Being of Children and Youth

Staff: Harold Richman, Elizabeth Kutza, Arthur Kohrman

Year completed: 1986

A Study of Chronic Illness Among Children in Illinois

Elizabeth Kutza, Arthur Kohrman, Harold Richman 1988

A Chapin Hall Report

CS-15 $10.00

This study, conducted in conjunction with researchers at La Rabida Children's Hospital and Research Center (Elizabeth Kutza and Arthur Kohrman), was one of the first to systematically analyze the extent and nature of chronic illness among Illinois children and to identify the difficulties that children and families face in dealing with chronic illness. The report presents these findings along with ways to improve social services to chronically ill children and their families.

Mental Health Planning for Emotionally Handicapped Children in Illinois

Sponsor: Office of the Governor

Staff: Joan Costello, Robert Goerge

Year completed: 1989

Mental Health Planning for Emotionally Handicapped Children in Illinois

Joan Costello, Robert Goerge, Rebecca Krantz 1989

A Chapin Hall Working Paper

CS-22 $10.00

Commissioned by the Office of the Governor, this paper assesses the need for child mental health services in Illinois and describes how that need might be addressed by government and other responsible parties. It examines the state's progress toward a community-based system of mental health services and discusses what further action was needed. The appendix, "Data Requirements for Planning Child and Adolescent Mental Health Services in Illinois," describes the administrative data available to construct a picture of the mental health needs of children in Illinois.

System of Care for Emotionally Disturbed Children

Sponsor: Illinois Department of Mental Health and Developmental Disabilities

Staff: Roland Kulla

Year completed: 1988

Social Support for Adolescent Mothers: Pregnancy, School Completion, and Remaining in the Parental Home

Sponsor: U.S. Department of Health and Human Services

Staff: Mark Testa, Linda Bowen

Year completed: 1987

The Social Support of Adolescent Mothers: Pregnancy, School Completion, and Remaining in the Parental Home

Mark Testa, Linda Bowen 1987

A Chapin Hall Working Paper

CS-12 $5.00

This paper presents the results of a longitudinal study that sought to identify factors associated with adolescent welfare mothers' ability to achieve self-sufficiency. Through analysis of a probability sample of 575 AFDC recipients living in Cook County in 1981, the study explored the degree to which informal and formal social supports mediate the disruptive effects of adolescent childbirth on the process of educational attainment and independent household formation among groups of African-American, Puerto Rican, Hispanic, and non-Hispanic white adolescent females receiving AFDC.

Study on Diversion of Youth in the Community-Based Youth Service System

Sponsor: Illinois Department of Children and Family Services

Staff: Irving Spergel, Mary Ann Hartnett

Year completed: 1990

Evaluation of the Illinois Family Assistance Program

Sponsor: Illinois Department of Mental Health and Developmental Disabilities

Staff: Robert Goerge, Maria Minor, Ruth Osuch

Year Completed: 1995

Neuropsychological Factors in Programming for Severely Emotionally Disturbed Children and Adolescents

Sponsor: Mrs. Robert Mayer

Staff: Joan Costello, Patricia Berg, Jane Barden

Year Completed: 1994

Other Publication

Evaluation of the Illinois Department of Public Aid Young Parent Program

John Schuerman, Fred Wulczyn, Naomi Farber 1984

A Chapin Hall Working Paper

CS-03 $5.00

The long-term objectives of the Young Parent Program were to reduce dependency and promote effective family planning among teenage parents on public aid. The program's services included assistance in returning to school, vocational training and job placement, training in English as a second language, birth control education and referral, and parent education. The evaluation consisted of a randomized experiment with an implementation component designed to assess the program's evolution over time.

PRIMARY SUPPORTS FOR CHILD AND YOUTH DEVELOPMENT

States and communities often imagine and configure human services for children, adolescents, and their families as a set of specialized programs aimed at remedying, or at least ameliorating, the effects of acute and chronic illness, poor nutrition, inadequate housing, child abuse and neglect, or other conditions linked to disadvantaged environments or stressful domestic situations. Medicaid, food stamps, mental health and substance abuse treatment, and child protection services are among the programs and supports used to address critical, sometimes life-threatening, situations.

Chapin Hall researchers have envisioned a human services system arrayed as a balanced continuum of programs and opportunities that embraces not only these specialized services but also the normative services that we call *primary supports*. Primary supports is the term coined at Chapin Hall to characterize the community opportunities for children and families, such as before- and after-school programs, parks and park programs, pools, playgrounds, organized sports, libraries, social clubs, and other consumer-selected programs, resources, organizations, or events that have the potential to contribute to healthy development in all children and youth and can support functioning in all families.

A psychologist and a park district basketball coach can both play critical roles supporting the healthy development of children and adolescents. Sometimes a child needs a counselor. Sometimes a kid needs a coach. A system of supports balanced between specialized and normative services can help meet children's needs and help them acquire the necessary skills for adult life. Primary supports are important to all children, but they can be particularly important to children who have limited access to other resources. They can also bring children in contact with caring adults who may be able to help channel families to additional opportunities that meet their particular needs.

Chapin Hall has worked to develop primary supports as a field of study and practice in order to explore the value of these resources to individuals and communities and to help those responsible for human services systems understand and exploit the development-fostering possibilities of primary supports. For policy makers to understand the value of primary supports to children and families, they must have reliable knowledge about the availability of such programs and the ways in which they serve children and families.

Recent work by Chapin Hall includes a diverse set of projects that look at the availability of primary supports, program outcomes, funding streams, administrative concerns, and other aspects of programming and management. Findings from a number of these projects have the potential to help states and communities make better use of primary supports and to craft human service approaches that better balance resources between specialized services and primary supports.

The research concerned with financing and administrative issues in primary supports encompasses a number of critical subjects, including public and private funding patterns of primary support programs over the past two decades; facilities and infrastructures that foster primary supports programs, particularly small primary support programs; and the administrative challenges that face grassroots primary supports and the barriers that prevent these agencies from accessing available resources.

The primary supports research described in this section includes Chapin Hall's work in developing primary supports as a field of study, in documenting and evaluating programs, and in illuminating the need for and current status of professional development for primary supports staff. Under **Developing a Field,** we summarize the multifaceted set of inquiries supported by the Elizabeth Morse Charitable Trust. Some of these projects look at the scope and distribution of primary supports, such as the effort anchored by a telephone survey, interviews, and focus groups that is collecting data on arts programming available to Chicago young people. The arts study is supported jointly by the Morse Trust, the Rockefeller Foundation, and the Illinois Arts Council. Also detailed there is work on caring, sponsored by the Lilly Endowment, that has produced a book-length manuscript entitled "The Role of Caring in Youth Development and Community Life," now under review at publishing houses.

The Lilly Endowment is also the funder of a project that has developed profiles of primary supports programs nationwide. The profiles explore the commonalities and

differences among primary supports programs in such areas as program diversity, strategies, and outcomes. This work is detailed in the section entitled **Program Development, Documentation, and Evaluation.** Another project in that section is an evaluation of the Making the Most of Out-of-School Time (MOST) Initiative, a project of the DeWitt Wallace-Reader's Digest Fund that works to increase the quantity and enhance the quality of before- and after-school programming in three major cities. Sponsored by the Fund, Chapin Hall is conducting a thirty-month evaluation of MOST.

Also found in the pages that follow is a group of projects under the heading **Professional Development** that look at the impact of further professionalizing the fields involved in youth work.

Developing a Field

Primary Supports: Developing a Field of Research and Action for Children, Families, and Communities

Joan Costello, Diana Mendley Rauner, Harold Richman

Primary supports is a term developed at Chapin Hall to provide both an overarching concept and a single name for a range of rich and diverse, but largely disconnected, activities, services, and institutions that support the development of children and youth. These include after-school programs; organized sports; art and drama groups; the resources of neighborhood and civic institutions such as libraries, parks, museums, and community centers; and opportunities for youth to be entrepreneurial and contribute to their communities. Chapin Hall researchers were interested in calling attention to the often-underacknowledged potential of these supports—not only for children and youth, but also for the families and communities in which they live—and they were interested in understanding how primary supports work, especially when they are most successful.

The researchers also took a systems perspective on this work. They sought to understand whether the potential of primary supports could be increased by having the largely disparate array of primary supports activities come together with a sense of common enterprise on behalf of children and youth, and by connecting them more closely to the services designed to address problems, such as services for abused and neglected or disabled children. Currently, such diverse activities and affiliations as museums, sports leagues, and church-based youth programs tend not to see themselves as part of a common endeavor. Nor do policy makers, funders, researchers, and others concerned about the health and welfare of children and families appreciate the potential of primary supports as a clearly defined "sector." What would happen if they did? Would primary supports become more effective by taking increased advantage of the possibilities for learning and cooperative action across individual programs? Would additional programs be established to improve the training of those who work with youth in such settings? Would we see more research on the value of primary supports in preventing problems and promoting positive childhood development? Would public and private funders be moved to increase the resources they make available to primary supports?

With the support of the Elizabeth Morse Charitable Trust, Chapin Hall is examining the range of primary supports currently being offered in Chicago, the fundamental ideas underlying primary supports, and the issues associated with viewing them as a more unified endeavor. The Center is seeking to shape a coherent field of research from fragmented information and ideas, a limited body of existing research, and little systematic documentation of these programs and activities. Through a series of studies and related activities (five of which are described below), researchers aim to increase understanding of primary supports and their importance in the development of young people. 1999.

Scope of Primary Supports in Chicago

Amelia Kohm, Joan Costello, Sunil Garg

If the primary supports sector is to be enhanced, and if primary supports are to play a role in a reoriented social services system—one that includes not only the traditional social services aimed at addressing problems, but also the primary supports, with their focus on development—more information about the current character of primary supports offerings is needed. This study sought to gain a general appreciation, on the basis of readily available information, of the prevalence and financing of primary supports in Chicago. Although it is not possible at this point to inventory all of the activities, facilities, and events that fall within the definition of primary supports, the study developed a foundation for a more complete portrait of the primary supports available to children in a major metropolitan area. It also generated insights into the value and limitations of the existing sources of information necessary for conducting such an exploration, as well as recommendations about the types of studies and databases that would foster both an increased understanding of primary supports and the further development of the primary supports sector. This study was supported by the Elizabeth Morse Charitable Trust. 1998.

Exploring the Scope of Primary Supports in an Urban Area

Amelia Kohm, Sunil Garg 1998

A Chapin Hall Working Paper

PS-19 $5.00

In order for policy makers, funders, researchers, and others concerned with the well-being of children and families to appreciate and act on the potential of primary supports, more information is required about their scope and availability and about the degree and kinds of financial support allocated to these activities and resources. This paper explores the possibility of gaining a general appreciation of the prevalence and financing of primary supports in Chicago, with particular

attention to the Grand Boulevard community. Although it is not possible to inventory all of the activities, facilities, and events that make up the primary supports sector, the authors have attempted to enhance understanding of the value and limitations of currently available information and to frame recommendations about the types of studies and databases that might facilitate an increased understanding of the primary supports resources currently available.

Building a Knowledge Base for Arts Programs for Children and Youth in Chicago

Joan Costello, Amelia Kohm, Adrienne Falcon, Bea Julian, Jennifer Fenton

Arts programs have long served as important primary supports for children and youth. In Chicago, numerous arts programs for youth exist, yet there is little research to help funders, policy makers, researchers, and advocates effectively assess, plan, and promote arts programs for young people. Moreover, organizations that offer arts programs for young people are often unaware of other arts programs' missions, practices, challenges and successes. Arts programs are diverse in their philosophies, staff training, and operations. Some programs, for example, see their mission as providing children with an activity that will keep them busy, while other programs seek to influence children's lives using art as a vehicle for learning. Little is known, however, about how these differences affect program quality or impact.

This study, with funding from the Elizabeth Morse Charitable Trust, the Rockefeller Foundation, and the Illinois Arts Council, is designed to begin to build a knowledge base about arts programs for young people. Researchers are identifying the full scope of visual, performing and media arts programs for children and youth in Chicago, as well as examining a sample of programs representing different sizes, missions, operating styles and participant populations. Through focus groups with young people involved in these programs, researchers aim to gain understanding of why children are drawn to these arts activities. The study will result in a final report on the findings from the survey of arts programs for youth in Chicago and the closer examination of eighteen programs throughout the city. 1998.

Tutor Mentor Connection Case Study

Amelia Kohm, Joan Costello

Given the challenges that many small primary supports programs face, including shoestring budgets, overworked staff, and lack of management expertise, Chapin Hall researchers are looking at the types of cross-agency infrastructures that might be developed to help these organizations survive and thrive. Infrastructures improve the operations of individual programs by providing the types of supports that single programs cannot adequately provide for themselves. They may offer programs physical resources, such as building space or office equipment; information, such as directories of organizations to use for networking, referrals, and building collaboration; or support services, such as training, technical assistance, or public relations and advocacy.

To broaden understanding of the benefits of primary supports infrastructures and the costs involved in building and maintaining them, Chapin Hall, with the support of the Elizabeth Morse Charitable Trust, conducted a case study of one infrastructure-building effort, the Tutor/ Mentor Connection (T/MC). Through a variety of activities and services T/MC works to expand and improve after-school tutoring and mentoring opportunities for inner-city children in Chicago. This case study is not an evaluation, but rather an exploration, conducted through document reviews, interviews, and attendance at a T/MC conference, of one model for developing an infrastructure among primary support organizations. (Other Chapin Hall case studies of primary supports networks and infrastructures include the After School Action Programs, see p. 44, and the Southwest Side Infrastructure Building Project, see p. 44-45.) 1998.

Funding Trends in Primary Supports

Darchelle Garner, Diana Mendley Rauner

As part of Chapin Hall's ongoing effort to explore and promote primary support programs, this study looks at the ways in which public and private funding to primary support organizations has changed over time, and at how the changes have influenced the missions and strategies of these organizations. Chapin Hall researchers hypothesize that there has been a qualitative shift in funding over the past two decades away from primary support activities such as recreation, arts, and other enrichment programs and toward more specialized services such as foster care, Head Start, and prevention and treatment programs. Because the budgets of many organizations have grown over this period, it is difficult to identify the hypothesized shifts; in an attempt to discern such changes, the researchers are focusing on general trends in the mix of primary support offerings as well as funding sources over time. It is hoped that this study, supported by the Elizabeth Morse Charitable Trust, will influence a public dialogue about the need for and availability of funding for primary supports in both the public and private sectors. 1999.

Administrative Challenges for Grassroots Providers

Diana Mendley Rauner, Susannah Quern

In an effort to develop a more comprehensive understanding of the administrative challenges facing social service organizations, Chapin Hall undertook a study to define and investigate the administrative dilemmas faced by grassroots organizations serving children. Many of these organizations have small staffs, limited budgets, and directors who feel uncomfortable in the "business" side of their jobs. In addition, directors of these organizations are often reluctant to divert funds from program spending to cover administrative expenses. With support from the Elizabeth Morse Charitable Trust, Chapin Hall researchers conducted interviews with twenty-six administrators of grassroots primary supports organizations in order to assess the administrative resources that are available and currently used by the programs, to uncover obstacles to the use of these resources, and to aid in the development of new ideas and strategies for supporting grassroots programs. Associated publications listed below, 1998.

Administrative Resources and Supports for Grassroots Youth Programs: The Challenges to Providers and Ideas for Targeted Support

Susannah Quern, Diana Mendley Rauner 1998

A Chapin Hall Working Paper

PS-20 $5.00

The authors undertook this study to identify the primary administrative challenges facing small grassroots agencies serving children, to assess the administrative resources available to them, to identify obstacles to using these resources, and to develop new ideas and strategies for supporting grassroots programs.

They found, first, that directors of most small programs do not believe that the benefits of investing in administrative supports outweigh the costs. Service providers interviewed for the study found the time and resources devoted to fundraising, for example, to be their biggest administrative burden. Most executive directors, coming from volunteer or direct-service backgrounds, felt unprepared for their administrative roles.

Moreover, the authors noted a tension between program and service priorities on the one hand, and administrative functions on the other. This paper explores that tension, and concludes with several recommendations, primarily based on the notions of collaboration and resource networks, that may help grassroots organizations to meet their administrative needs without compromising programs and services.

Cooperating to Survive and Thrive: Innovative Enterprises Among Nonprofit Organizations

Amelia Kohm 1998

A Chapin Hall Working Paper

PS-18 $5.00

Also published in *Nonprofit World*, Volume 16, Number 3

Over the last ten years, nonprofit centers, including incubators for fledgling programs, contractual relationships among nonprofits, and various types of networks, cooperatives, and membership organizations have emerged in cities nationwide. These arrangements are intended to capitalize on economies of scale found in large organizations while maintaining the character, philosophies, flexibility, and community responsiveness of smaller ones.

Primary supports and other nonprofits struggling with administrative problems can learn much from the successes and challenges of organizations that have tried these cooperative approaches. This paper, which was made possible by the Elizabeth Morse Charitable Trust, provides an initial view of some endeavors of this kind. The author concludes that improved facilities, more sophisticated technologies, higher quality management services, and more comprehensive employee benefits—all at reduced costs—are among the potential benefits of these arrangements. In addition to exploring the challenges that face organizations undertaking this kind of effort, the author also describes the positive results, including improved information sharing and more efficient distribution of scarce resources.

Developing a New Approach to Social Services for Children and Families

Harold Richman, Joan Costello, Joan Wynn, Robert Halpern

A key idea in Chapin Hall's initial conception of primary supports was that the existing definition of social services should be broadened to include developmentally oriented primary supports. Daycare and after-school programs, sports teams, parks, libraries, settlement houses, community centers, and other community resources that offer "normative" support to all children would augment the widely recognized components of the children's services system—the traditional "specialized" services, including child welfare, mental health, and juvenile justice—that respond to problems. The research team examined the potential benefits of having primary and specialized services function as part of a community-directed infrastructure of services and supports for children and parents. This elaboration of the primary supports concept was supported by a grant from the Ford Foundation. (See Child and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative

for information on the documentation of a major initiative based on the ideas examined in this project, p. 42.) Associated publication listed below. 1994.

Children, Families, and Communities: A New Approach to Social Services

Joan Wynn, Joan Costello, Robert Halpern, Harold Richman 1994

A Chapin Hall Report

PS-10 $12.00

This report explores the potential benefits of a major shift in children's policy—from a focus aimed almost exclusively at reacting to problems to a focus that would both enhance child development and family functioning and respond appropriately to problems as they arise. The report describes in detail the major elements of a reconfigured system of primary supports and social services. Such a system would include the creation of community-based planning and governance groups to launch the process of system development; the enhancement of primary supports to allow them to work more effectively, both separately and as part of a new system; the development of mechanisms to allow collaboration between the largely privately supported primary supports and the largely publicly financed specialized services; the development of organized training opportunities for providers of both specialized social services and primary supports; and the improvement of access to services for children and families. This volume, published with support from the Lilly Endowment, has been in great demand among a range of interested parties, including public policy makers, private service providers, and foundation sponsors of child and family programs. It has also been cited widely in educational, policy, and social resource journals and other publications.

Caring and Youth Development

Diana Mendley Rauner

Caring is clearly an important part of human life. But there is much that we have not understood about how it contributes, or can be made to contribute, to the development of children and youth; how it can be engendered in children and in the individuals and institutions committed to fostering their development; or how it could be shaped and used as a subject of research to illuminate and enhance development. Chapin Hall has worked for the last several years to explore the concept of caring in these ways. This work is related to Chapin Hall's effort to develop the concept of primary supports both in substance and form because caring appears to be an important factor in successful primary support programs.

Chapin Hall's work in this area began with the Lilly Endowment's Research Grants Program on Youth and Caring (see p. 50). It continued with this project, also supported by the Endowment, which was to develop a book on the concept of caring and its importance in youth development. The completed manuscript presents an argument for elevating the concept of caring to a more central and integral position in public awareness and in discussions about priorities and policies for youth. It focuses on three key questions: What is caring? What is its relevance both to individual experience and to the workings of society? How might our society become more caring? Although it is hoped that the book will underscore the legitimacy of caring as a research field, it has been written to appeal not only to researchers but to a range of serious readers who are involved with youth development, through policy or practice or because of personal interest. 1998.

Program Development, Documentation, and Evaluation

Child and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative

Joan Costello, Harold Richman, Joan Wynn, Robert Halpern, Sheila Merry, Gina Barclay-McLaughlin, Ali Abunimah, Stephen Baker, Selma Chipenda-Dansokho, Sunil Garg, Lisa Marie Pickens, William Mollard, Adrienne Falcon, Beatrice Julian

In its Children, Youth, and Families Initiative, the Chicago Community Trust is supporting social service reform in the Chicago metropolitan area. The Initiative was shaped by Chapin Hall's recommendations in a study conducted by Chapin Hall for the Trust (see Children's Services in Metropolitan Chicago, p. 49). Through grants to various communities, the Initiative is working to develop community-based infrastructures of services and supports that can enhance child development and family functioning as well as respond to problems. Building such infrastructures entails creating in communities a collaborative goal-setting and planning capacity, as well as mechanisms that enhance access to services for individual children and parents. By engaging communities on behalf of children and families, the Initiative aims not only to improve and expand resources available to young people, but also to strengthen communities more generally—particularly their ability to plan collectively and to bring about change. The Trust has committed $30 million through the end of the decade to explore these reforms in Chicago communities.

Chapin Hall researchers conducted a process documentation chronicling the progress made and challenges encountered during the evolution of the Initiative through the spring of 1998. This work has generated information helpful to researchers in refining their ideas about primary supports, to participants and sponsors of the Initiative, and to others engaged in community-focused reforms. Though the documentation period has ended, members of the Chapin Hall project team continue to work with community leaders and members to advance social service reform and the mission of the Initiative. Earl Durham and Layla Suleiman serve as consultants on this project. Associated publications listed below: 1999.

Children, Families, and Communities: Early Lessons from *A New Approach to Social Services*

Joan Wynn, Sheila Merry, Patricia Berg 1995

A Publication of the American Youth Policy Forum

PS-13 $5.00

This report presents observations on the first four years of the Children, Youth, and Families Initiative (see description of the Initiative above), focusing on early lessons learned, including progress made, challenges encountered, and solutions devised. The report begins with brief descriptions of each of the Chicago communities participating in the Initiative, along with information on the status of implementation of the Initiative in each community. It goes on to examine key elements in the Initiative's development:

- Building community governance bodies, including a careful weighing of the issues involved in creating a governance entity from newly collaborating groups as opposed to forming one from existing coalitions
- The progress made and the challenges posed by efforts to develop new services and link existing ones, as well as ways to ensure access to services
- The roles of sponsors and evaluators in comprehensive community initiatives, and the ways in which participants can learn from one another

The report was developed from a presentation by two Chapin Hall researchers, Joan Wynn and Harold Richman, and the director of the Chicago Community Trust's Initiative at that time, Marvin Cohen. They presented the ideas underlying the initiative to a large audience of policy makers at a session in Washington, D.C. sponsored by the American Youth Policy Forum. The Forum published this report to bring an elaboration of the ideas presented to policy audiences nationwide.

Enhancing Social Services for Children and Families

Joan Wynn 1995

Reprint from *Public Welfare*

PS-14 $5.00

Most of the efforts currently underway to reform America's child welfare system accept the existing definition of what constitutes social services for children and families—that is, services to address abuse and neglect, mental illness, and other problems—and focus on longstanding problems associated with this set of services, including their deficit orientation, fragmentation, and centralized planning, financing, and control. The author recommends a broader and more fundamental conception of services for children and families, including the incorporation of primary supports, a range of often-overlooked resources that can support the development and functioning of children and families and enhance the benefits from services provided by public social service agencies.

The author argues that primary supports, with their development orientation, are equal in importance to treatment-oriented or specialized services. The article illustrates the ways in which various primary supports can not only promote individual capacities for coping and growth, but also provide help and support before the need for specialized services arises.

Drawing on the ideas and experiences of the Chicago Community Trust's Children, Youth, and Families Initiative, the article illustrates the development of three elements necessary to create a community-based system of social services: community planning and governance councils; provider connections through which primary and specialized service providers can come to know each other and work together; and mechanisms that make the existing primary supports and specialized services function as a single system for children and families—primarily mechanisms that enhance access to services.

A Qualitative Study of the Youth Options Unlimited Network (YOU) in Chicago's West Town

Robert Halpern, Gary Barker, Will Mollard

As part of Chapin Hall's work in documenting the Children, Youth, and Families Initiative of the Chicago Community Trust (see p. 42), researchers undertook a year-long, qualitative study of Youth Options Unlimited (YOU), a network of youth programs, based in settlement houses, serving the West Town and East Humboldt Park neighborhoods in Chicago. The goal of the Children, Youth, and Families Initiative is to strengthen primary supports for children and youth and build community-level capacity to develop and implement services for children, youth, and families. For this study, Chapin Hall researchers examined the missions of the YOU programs,

the nature and quality of the activities they offer, the nature of staff-youth and staff-family relationships, the factors motivating youth's participation, factors impinging on program implementation, and the functioning of the programs as a network. The researchers found that the relationships formed between staff members and program participants had a strong positive impact on the young participants, but that the youth were not sufficiently challenged to take ownership of the program or to develop greater expectations for themselves. The researchers suggested that YOU programs consider incorporating more structured, developmentally oriented, and challenging programming. 1998.

After School Action Programs (ASAP) Case Study

Gary Barker

The After School Action Programs (ASAP), founded in 1992 with initial and ongoing funding from the Children, Youth, and Families Initiative of the Chicago Community Trust (see p. 42), is a membership organization of community-based after-school programs for children and youth in Chicago's Uptown-Edgewater neighborhood. ASAP is not a direct service provider, but rather serves as a broker of information, services, and resources, including funding opportunities, both within and outside the community, for small local agencies.

This case study reviews the ASAP network, which has been looked to as a model of successful collaboration, and examines its accomplishments and lessons learned. A Chapin Hall researcher conducted interviews with ASAP staff and member agencies and reviewed ASAP documents in order to answer three key questions: Under what circumstances is the ASAP model appropriate? What are the constraints to operating a network of small, community-based after-school programs? What strategies are effective for addressing these constraints? The ASAP study is one of several case studies that are exploring the value of linkages among services with potential to strengthen the social infrastructures of communities. (See the Tutor/Mentor Connection Case Study on p. 40 and Southwest Side Infrastructure Building, described below, for other studies on infrastructure building among primary supports.) 1998.

Use of Youth Services at Du Sable High School

Joan Costello, Lisa Pickens

Programs for youth can have an impact only to the extent that young people participate in them. Youth involvement may be constrained by a number of factors, including lack of information about what programs offer and barriers to participation, such as lack of transportation, unsafe neighborhoods, and young people's reluctance to try new activities, especially when it involves giving up familiar activities. As part of the Children, Youth, and Families Initiative documentation (see p. 42), Chapin Hall has begun work with Du Sable High School and the Human Services Federation in Grand Boulevard to determine whether available primary supports are effectively reaching the community's young people—to find out what young people do in their out-of-school time, what primary supports have the best chance of engaging them, and how effective outreach can be organized.

The centerpiece of the project is a survey of 100 Du Sable High School students, using a questionnaire developed by Chapin Hall researchers in collaboration with three Du Sable students. The work is funded by the Chicago Community Trust as part of the Children, Youth, and Families Initiative. 1998.

Self-Study Guide for Primary Supports

Joan Costello, Gary Barker

In communities where primary supports are in short supply, establishing and maintaining programs for young people have become top priorities. Some of these programs, however, fall short in meeting the most fundamental goals of primary supports—to promote the healthy development of children and youth and the well-being of families. Chapin Hall researchers are drawing on their investigations of primary supports to develop a self-evaluation guide for primary supports programs. This guide will define the common characteristics of primary supports programs (for example, that they serve as safe havens) and draw attention to program practices that effectively promote child and youth development. The guide will be pilot tested among the staff and administrators of programs that are part of the Children, Youth, and Families Initiative (see p. 42). Researchers hope that the guide will serve as a first step in addressing the question of quality in primary supports. This project is funded by the Chicago Community Trust. 1998.

Southwest Side Infrastructure Building

Joan Costello, Lisa Pickens

Linking existing resources in a community can improve the opportunities available to young people and their access to those opportunities. This kind of collaboration also benefits the involved organizations. Smaller organizations, for example, can gain access to space in schools

or churches and to the resources and expertise of larger service providers. As part of the Children, Youth, and Families Initiative (see p. 42), Chapin Hall has documented the benefits that have grown out of several years of linking services on Chicago's Southwest Side. The Southwest Youth Collaborative Network now provides the community with a strong service infrastructure consisting of partnerships among churches, specialized and primary service organizations, schools, libraries, and other government and community organizations. Chapin Hall researchers are profiling this service program collaborative and analyzing the strategies it represents. (See Tutor/Mentor Connection Case Study on p. 40 and the After School Action Program Case Study on p. 44, for other examinations of infrastructure-building among primary supports.) 1998.

Making the Most of Out-of-School Time (MOST) Initiative

Robert Halpern, Julie Spielberger, Sylvan Robb

Demographic changes in society have increased the importance of before- and after-school programs. Shifts in the economy, increased labor force participation by women, increases in single parenting, and weakened neighborhood structures—particularly in poverty-stricken communities—have contributed to the demand for safe places where children can play, learn, and develop during out-of-school time. To respond to this need, the DeWitt Wallace-Reader's Digest Fund initiated MOST, an effort to increase the quality and quantity of before- and after-school care in Boston, Chicago, and Seattle.

The Fund has asked Chapin Hall to conduct a two-and-a-half-year evaluation of the MOST initiative. The evaluation is designed to trace the extent to which, and the pathways through which, MOST strategies in each city come to influence the supply, accessibility, affordability, and quality of school-age care for low-income children. The major research foci include charting the need or demand for school-age care in each city; describing each city's "system" of school-age care, including the providers, the funding sources, and the regulatory framework; analyzing access to and participation in school-age care; analyzing contributions to program quality such as the staff's education and training, the use of technical assistance, resource development, and facilities improvement; documenting system-building activities and collaborative structures; and documenting public education and advocacy.

Center researchers are describing current conditions on each of these dimensions, examining MOST strategies in relation to them, and attempting to ascertain the impact of those strategies. (For additional projects and publications focused on professional development in primary supports, see pp. 48 - 49.) 1999.

Youth Guidance

Joan Costello, Thomas Pavkov, Joan Wynn, Robert Goerge

Youth Guidance is an organization that operates, primarily in schools, to improve the lives of individual students and to contribute to improving the public school system. The agency uses strategies that integrate education with primary supports (such as creative arts programming) and specialized services (such as counseling).

In the initial phase of this project, Chapin Hall researchers worked with Youth Guidance to define and develop a program of research and evaluation that takes into account the breadth and complexity of the agency's objectives and the mix of strategies used to achieve them. The researchers interviewed staff and others knowledgeable about the agency, visited sites, and reviewed relevant agency materials to understand the methods used by Youth Guidance and the outcomes for which Youth Guidance is appropriately accountable. The project team also defined research and evaluation questions to illuminate the agency's functioning and the range of outcomes it affects.

In the second phase of work with Youth Guidance, the researchers are working toward two additional goals. The first is to assist Youth Guidance in the development of a new management information system to support evaluation and service reporting to state agencies. This effort will also help to identify appropriate measures and measurement strategies for inclusion in the management information system. The second goal is to assist in designing a descriptive research study comparing the broader population of students in the Chicago public schools to the subgroup served by Youth Guidance. The goal of this study will be to better understand service needs in school populations and to determine the proportion of severely stressed young people that Youth Guidance is able to reach. This study will also lay the groundwork for a larger examination of the risk histories and school histories of a sample of Chicago public school students. 1998.

Profiling Primary Support Programs

Sheila Merry, Joan Wynn

Growing evidence suggests that a variety of primary support programs help to meet youth needs and build competencies. This project surveys and profiles over 70 programs nationwide that have been identified as among the best of their kind by observers in the field. The project explores the diversity of youth-serving primary supports programs, the influences they seek to have on youth, and the practices they employ in trying to achieve these outcomes. It further considers commonalities among these programs and differences in programming strategies related to specific program goals. Chapin Hall has collaborated with the Center for Youth Development and Policy Research, a Washington-based research organization, on this project, which is supported by the Lilly Endowment. A report is in development. 1998.

Youth, Community, and Service: A Synergy for Chicago

Harold Richman, David White

In looking at the status of youth in Chicago and ways to support youth development more effectively, the Mayor's Task Force on Youth Development recommended the establishment of a citywide youth program. (For additional information on the Mayor's Task Force, see YouthNet, p. 47.) Chapin Hall has long recognized that youth—most often viewed as recipients of services and supports—can serve as valuable resources to their communities. A recent Chapin Hall assessment of one program in Chicago focusing on youth as contributors demonstrated the benefits of such efforts to both young people and their communities. (See Youth as Resources, p. 47.) Drawing on Chapin Hall's experience in examining youth development issues generally and programs that involve youth in community service specifically, the researchers developed an approach to involving young people in a citywide community service program. The project was supported by the Chicago Community Trust. 1997.

National Urban League Youth Initiative Evaluation

Ada Skyles, Lisa Marie Pickens, William Mollard

The National Urban League (NUL), founded in 1910 to assist African-Americans in the achievement of social and economic equality, launched the Youth Development Mobilization Initiative to address concerns about the bleak realities facing many inner-city youth, a disproportionate number of whom are African-American. The Initiative design is based on research demonstrating that constant, supportive, and nurturing interaction between caring adults and young people fosters the healthy development that is indispensable to preparing youth for the future. NUL affiliates in seven cities are currently participating in the Initiative and are developing plans to encourage the adults in their communities to donate time and money to local youth development programs and to become involved in advocacy efforts on behalf of young people. Designing an overall evaluation of the Initiative presented complex challenges because program strategies differ among participating affiliates. At the request of NUL, Chapin Hall provided assistance in determining evaluation options for the mobilization project. 1997.

Informal Learning Initiative

Michael Spock, Deborah Perry, Sydney Lewis

Chapin Hall's work in primary supports is premised on the belief that these resources provide important opportunities for children to develop and learn in a rich array of settings. One of these settings is museums. To begin exploring the role of museums as primary supports for children and as informal learning settings, Chapin Hall researchers have conducted interviews with seventy-five museum professionals about both their own pivotal learning experiences and those of museum users they have observed in the course of their work. The 400 stories they told reflect on both the nature of learning in museums and the way museum people choose to talk about those experiences. Transcripts and an analysis of the most thought-provoking stories will appear in a research report and will be submitted for journal publication. The program will also produce a series of discussion videotapes for use by museum professionals and others interested in informal learning. The first discussion tape, "Listening to Ourselves: Stories Museum People Tell about Pivotal Learning Experiences in Museums," was produced in 1996.

Another series of exploratory interviews, in which six life-long learners described the pivotal learning experiences of their lives, was conducted, videotaped, and analyzed. A research report based on these interviews, entitled "Passionate Learners," is slated for publication as a Chapin Hall Working Paper. The first two components of the program were funded by the Joyce Foundation.

Members of the informal learning team are now engaged in two collaborative research programs, one with the Baltimore Children's Museum and the other with the

Chicago Historical Society. The team aims to apply some of the preliminary insights from their work to developing systems for helping visitors capitalize on their initial enthusiasm about a topic generated during casual museum experiences and turn that into a sustained learning adventure. The work with the new Baltimore museum will also strengthen that institution's primary supports role in serving the children and families of a neighboring low-income community. 1998.

YouthNet

Harold Richman, Sunil Garg, Lisa Marie Pickens, William Mollard

Blueprints for Change, the report of Chicago Mayor Richard M. Daley's Youth Development Task Force, recommended a number of strategies to support youth development. The first and most fundamental of these was the development of YouthNet, a neighborhood-based youth development program driven by two principles: first, that healthy development of young people requires services and activities that embrace a positive youth development approach, and, second, that these services and activities should be linked in a community-driven cohesive infrastructure within communities and across the city to create a "web of supports." Based on these principles, the YouthNet program was developed to offer an alternative to the ways in which Chicago's neighborhoods and city government have traditionally provided services and activities to young people and their families. (For additional information on Chapin Hall's work with the Mayor's Task Force, see Youth, Community, and Service: A Synergy for Chicago, p. 46.)

Six pilot sites were selected to launch a trial of the program. The city's Chicago for Youth Office engaged Chapin Hall to document the activities of the sites and to draw lessons for management and program refinement as YouthNet was implemented and considered for replication throughout Chicago. The resulting analysis focused on issues that emerged across the six sites, as well as the variation among the service networks established at each site. The documentation project was supported by the Polk Bros. Foundation, the John D. and Catherine T. MacArthur Foundation, and the Chicago Community Trust. 1996.

Youth as Resources

Joan Costello, Lisa Marie Pickens

In an effort to take youth seriously as contributors, the Youth as Resources (YAR) program fosters opportunities for young people to give something to their communities by awarding grants, averaging $2,500, to youth-generated community service projects. With the support of several foundations, the program has been replicated in fourteen states as well as Canada and Poland. It is currently in its fifth year of operation in Chicago's Grand Boulevard neighborhood, which includes the Robert Taylor Homes, a public housing development with approximately 15,000 residents.

At the request of YAR's sponsoring organization, the National Crime Prevention Council, Chapin Hall conducted a study to evaluate the YAR program. The evaluation included the following components: developing impressions about outcomes based on descriptive and observational data; describing and analyzing the motivations, attitudes, and skills of YAR participants in relation to the characteristics YAR intends to foster among youth (such as leadership, responsibility, and problem-solving skills); and analyzing the effectiveness of the YAR model in an urban public housing facility. Participant focus groups and surveys were used to determine the program's effects on self-concept, self-esteem, views of community, and achievement orientation. The researchers also gathered and used demographic information and program data, and examined program operations. Young people participating in YAR were hired by Chapin Hall as research assistants.

The project's most salient finding is that youth and adults in this community, like those in so many other communities across the country, found the YAR model attractive and appealing both as a vehicle to change the image of youth in their community and as a way to engage youth in resolution of community problems. YAR has drawn on Chapin Hall's evaluation in their strategic planning. (For more on youth service, see Youth, Community and Service: A Synergy for Chicago, p. 46.) 1996.

Professional Development

Training of Youth Development Workers: Evidence of Benefits

Joan Costello

Training is an increasingly important part of working life, and lifelong learning is the new norm to improve performance and enable workers in all fields to keep pace with developments in knowledge, methods, and technology. For some fields, such as youth work, this trend is especially critical and challenging. The nascent youth work field has not yet developed a knowledge base on which to train workers. In recent years, those in the youth work field have begun to recognize that effective practice depends on both a knowledge base and workers trained in accordance with it.

The DeWitt Wallace-Reader's Digest Fund asked Chapin Hall to assess the research on benefits of youth worker training to inform the Fund's grantmaking in this area. The project included a description of the current state of knowledge in the field of youth worker training and recommendations for building a better knowledge base. It also focused on answering several key questions on the training of youth workers: whether evidence exists to justify training youth workers, whether we know anything from other fields that can be transferred to youth worker training, and what future steps could be taken to build a research base on the impact of youth worker training.

Chapin Hall researchers concluded that youth work is on the verge of becoming a full-fledged human services field and that paying attention to training now is vital for the development of the field. The researchers recommended several ways to build a knowledge base about youth worker training that could inform the development of the field. Their recommendations included initiating cross-project discussions of youth worker training, establishing an ongoing work group on evaluation of training programs, exploring credentials and career ladders, examining effective youth development programs, studying the youth work labor force, and studying organizational changes necessary to support professionalization of the work force. 1995.

Review of Grants in Professional Development of Youth Workers

Prudence Brown, Renae Ogletree, Sunil Garg, Sylvan Robb

Since 1990, the DeWitt Wallace-Reader's Digest Fund has committed over $37 million to grants in the area of youth worker training and professional development. Chapin Hall was asked by the Fund to conduct a strategic analysis of its grantmaking in this area and to provide recommendations for its future work. In a report to the Fund, Center researchers described and analyzed the Fund's grantmaking in four areas: increasing the competence and retention of current staff; increasing the pool of qualified, diverse, and interested applicants; building the capacity of youth organizations to provide quality services in a time of decreasing resources; and building the field of youth work.

Finding that the Fund's grantmaking had significantly contributed to the development of the youth work field, researchers recommended that the Fund focus on youth-serving organizations targeting low-income children and youth and those willing to provide leadership in promoting the field. The researchers suggested that the Fund help increase the capacity of community-based organizations to provide training to their youth workers by supporting local training intermediaries that provide staff development to multiple organizations. These and other recommendations are included in a summary of Chapin Hall's report, *Strengthening the Youth Work Profession: An Analysis of Lessons Learned from Grantmaking by the DeWitt Wallace-Reader's Digest Fund*, written by and available from the DeWitt Wallace-Reader's Digest Fund, Two Park Avenue, 23rd Floor, New York, NY 10016; 212/251-9700. 1995.

DeWitt Wallace-Reader's Digest Fund Training Conference

Renae Ogletree

As a follow-up to Chapin Hall's evaluation of the grantmaking activities of the DeWitt Wallace-Reader's Digest Fund, the Fund asked Chapin Hall staff to organize a conference on the youth work profession. The June 1996 conference was a vehicle for promoting discussion among participants on strategies for staff development and for sharing the results of Chapin Hall's analysis (see project described above). The conference, held in Washington D.C. for over one hundred professionals in the field, centered on the issues raised by Chapin Hall's report, including development of staff training, the advantages and disadvantages of further professionalization, and public perceptions of youth work. Chapin Hall developed a resource guide, described below, detailing youth worker training programs at organizations supported by the Fund for use at the conference. Associated publication listed below. 1996.

Resource Guide: Strengthening the Youth Work Profession

Renae Ogletree, Sylvan Robb 1996

A publication of the DeWitt Wallace-Reader's Digest Fund

This guide, produced by Chapin Hall for the DeWitt Wallace-Reader's Digest Fund Training Conference, contains descriptions of materials for the development of the youth work field produced by such Fund grantees as Girls Incorporated, Boys and Girls Clubs of America, and Junior Achievement. The materials reviewed in the guide deal with staff development, definition of the professional field of youth work, programming, evaluation, and marketing.

To order contact:
DeWitt Wallace-Reader's Digest Fund
Two Park Avenue, 23rd Floor
New York, NY 10016
Telephone: 212/251-9700

Standards of Training for Youth Workers

Renae Ogletree

Unlike early childhood education, child care, and related fields, the youth work field has not established professional standards for the training of its workers. However, recent collective efforts among youth-serving organizations across the United States to define the purposes, principles, and practices of youth work have resulted in an increased interest in developing ways to establish standards and measure the quality of training programs.

The Center for Youth Development, with the support of the DeWitt Wallace-Reader's Digest Fund, conducted the BEST program (Building Exemplary Systems for Training Youth Workers), a community-based training program in eight cities. As part of this effort, Chapin Hall explored the feasibility and benefits of developing standards for the training of youth workers. The study involved a literature review of the development and use of standards in fields related to youth work as well as interviews with researchers, practitioners, and other professionals focused on youth work. Participants in the BEST program have drawn on the study in the collective effort to develop standards for youth worker training in the United States. 1997.

Earlier Projects and Related Publications

Children's Services in Metropolitan Chicago: The Current System and Alternative Approaches

Sponsor: Chicago Community Trust

Staff: Harold Richman, Joan Costello, Joan Wynn, Stephen Grant, Roland Kulla

Year Completed: 1991

Children's Services in Metropolitan Chicago: The Current System and Alternative Approaches

This series examines children's services as they were being offered and had been offered over the past seventy-five years in metropolitan Chicago and proposes an alternative approach. The new approach suggests the integration of services in communities in ways that would aid children and youth with problems while promoting the healthy development of all. (For information on the Chicago Community Trust's use of the ideas presented in this study, see Children and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative, p. 42.)

Vol. 1: Chicago and Its Children: A Brief History of Social Services for Children in Chicago

Deanna Silberman 1991

A Chapin Hall Working Paper

PS-06 $5.00

Vol. 2: A Demographic Portrait of Children in Chicago

Stephen Grant, Beth Osborne Daponte 1991

A Chapin Hall Working Paper

PS-07 $5.00

Vol. 3: Children's Social Services in Metropolitan Chicago

Roland Kulla, Phyllis Richards 1991

A Chapin Hall Working Paper

PS-08 $5.00

Vol. 4: Children's Services in Metropolitan Chicago: Directions for the Future

Harold Richman, Joan Wynn, Joan Costello 1991

A Chapin Hall Working Paper

PS-09 $5.00

Lilly Endowment Research Grants Program on Youth and Caring

Sponsor: Lilly Endowment

Staff: Harold Richman, Diana Mendley Rauner, Robert Chaskin

Year completed: 1994

Youth and Caring: Developing a Field of Inquiry and Practice

Robert Chaskin, Theresa Hawley 1994

A Chapin Hall Report

PS-12 Free of charge, courtesy of the Lilly Endowment.

This report summarizes the efforts of the Lilly Endowment's Research Grants Program on Youth and Caring, launched in 1989. The research grants program sought to determine the dimensions and usefulness of the concept of "caring" as a behavioral construct—to map out a new field of inquiry based on the power of this commonly spoken of but underexamined concept, which includes, but is not limited by, such characteristics as empathy, altruism, prosocial behavior, and efficacy. The program was also designed to explore ways in which environments and services can better engender and support caring attitudes and behavior in youth. Chapin Hall managed the program on behalf of and with funding from the Lilly Endowment, with assistance from a national advisory committee.

The authors outline a definition of caring and the foundation for the Youth and Caring Program, as well as its efforts and results. The Program sponsored twenty-three research projects and commissioned eight papers. Scholars from a variety of disciplines wrote on the concept of caring and its value for understanding youth development and informing practice related to youth. Among other topics, they discuss the elements of a caring environment, the role of the family in promoting caring, the protective dimensions of caring for high-risk adolescents, and attempts by researchers to develop measures of caring in youth and to describe personal qualities related to caring.

The report includes a 500-entry, interdisciplinary bibliography, which was the first organized and integrated set of references related to caring. The bibliography covers such broad areas as adolescent development, secondary education, youth development programs, and risk factors and resiliency in youth, as well as more specialized topics such as definitions of caring, prosocial development, and caring in the schools.

A *Kappan* Special Section on Youth and Caring

Robert Chaskin, Diana Mendley Rauner 1995

Reprint from *Kappan* (May 1995)

PS-15 $5.00

The editors provide an overview of the concept of "caring" as a field of inquiry in child and youth development, describing various research projects funded by the Lilly Endowment as part of their Research Grants Program on Youth and Caring (see publication above), and briefly summarizing their findings. These research projects sought to understand how individuals and institutions can care effectively for young people and develop in them the capacity to care effectively for others. Additional articles in this special issue were authored by Nel Noddings, Joan Lipsitz, and Joyce Epstein, among others. Topics explored in these articles include a rationale for the importance of caring, students' views on caring, the effectiveness of family workshops on caring in a middle school setting, and school/family/community partnerships concerned with caring for children.

The Contributions of Caring to Community Building

Rebecca Stone 1997

A Chapin Hall Working Paper

PS-17 $5.00

This paper presents a preliminary exploration of the usefulness of "caring" as a framework for understanding certain elements of community change, specifically its relevance for the current community-building efforts seeking to reinforce or reinvigorate social, economic, and physical assets of communities for the support of children and families. Chapin Hall researchers have been exploring the apparent connections between caring and community building, and the paper reports on the examination of such connections in several ongoing community-building efforts. Community building shares with caring some crucial assumptions about the importance of social connectedness to community strength, the need for social participation and involvement to build a sense of belonging, and the values of commitment and reciprocity. Both caring and community building can be seen as inputs to other outcomes, as contexts for successful development, and as orientations for pockets of effort. (For more information on Chapin Hall's work on community-building issues, see the Community Building section of this guide, beginning on p. 53.)

Save the Children's STAR (Serious Teens Acting Responsibly) Program: A Description and Rapid Assessment

Sponsor: Save the Children Federation

Staff: Robert Chaskin, Mark Joseph

Year completed: 1994

Sports and Recreation Activities for Youth in Chicago

Sponsor: Chicago Community Trust

Staff: Joan Wynn, Laurence Stanton, Diana Mendley Rauner

Year completed: 1993

Sports and Recreation for Chicago Youth: Existing Services, Opportunities for Improvement

Diana Mendley Rauner, Laurence Stanton, Joan Wynn 1994

A Chapin Hall Working Paper

PS-11 $5.00

It is widely believed that sports and recreation activities contribute much to children's development. Opportunities to engage in these activities, preferably in an organized fashion under the supervision of adults, are generally considered a critical element of positive youth development. In some cities, children might find such activities at their schools or they might join a city recreation league, but Chicago children have been at special risk of finding such activities denied them. In 1992, the Chicago Board of Education threatened to eliminate all funding for sports and extracurricular activities from its budget. At the same time, there was a growing perception that the Park District had failed to provide adequate recreational opportunities for Chicago youth.

Focusing on the Chicago Public Schools and the Chicago Park District, this report, supported by the Chicago Community Trust, is based on thirty-five interviews with public school principals and athletic directors, Park District personnel, directors of citywide and local private agencies, community organizers and volunteers, and representatives of civic advocacy and watchdog groups. The researchers analyzed the interview data to present a picture of the current situation and to develop policy recommendations that might improve the availability and quality of activities for youth. The recommendations were used in a reform initiative by the Chicago Park District, and the report was distributed to an audience including the Chicago Community Trust, major public providers of recreational activities, and task forces that have been convened to discuss the needs of youth in Chicago. Although the report focuses on Chicago, it profiles efforts in eight other cities to plan for, provide, and finance recreational activities and other services.

Recruiting and Training Staff for Primary Supports

Sponsor: Chicago Community Trust

Staff: Joan Costello, Renae Ogletree

Year completed: 1993

One on One Tutoring

Sponsor: The Walgreen Company

Staff: Joan Costello

Year completed: 1992

I Want to Be an Engineer...Like You! A Review of Walgreen's One-on-One Tutoring Program

Joan Costello 1992

A Publication by The Walgreen Company

This paper describes a tutoring program for fourth-, fifth-, and sixth-grade boys, funded by The Walgreen Company and operated by the Midtown Center on Chicago's Near West Side. Chapin Hall researchers observed the program in operation, conducted interviews, and administered surveys. They concluded that the program was an exemplary mentoring program, rather than a traditional tutoring program. The program's tutor/mentors serve as role models as well as helping with homework and teaching academic skills. The researchers also concluded that the program was well worth replicating, preferably including an evaluation component.

To order contact:
Midtown Educational Foundation
718 S. Loomis Street
Chicago, IL 60607
Telephone: 312/738-8300

Long-Term Effects of Involvement in Extracurricular Activities During Adolescence: A Secondary Analysis of the High School and Beyond Data

Sponsor: Robert R. McCormick Tribune Foundation

Staff: Julia Littell

Year completed: 1992

Role of After-School Programs in the Lives of Inner-City Children

Sponsor: Robert R. McCormick Tribune Foundation

Staff: Robert Halpern

Year completed: 1990

The Role of After-School Programs in the Lives of Inner-City Children

Robert Halpern 1991

A Chapin Hall Working Paper

PS-05 $5.00

An excerpt from this paper appears at the Kids Campaigns Website (www.kidscampaigns.org) maintained by the Benton Foundation.

Through an analysis of nine after-school programs run by a major Chicago youth-serving agency, this report explores such questions as: What is an appropriate and viable role for after-school programs in the lives of inner-city children? Who are the staff? How do after-school programs in inner-city communities cope with the various pressures they face? The report concludes with the author's impressions about the impact of the after-school programs on participating children and recommendations for improving these programs.

Communities and Adolescents: An Exploration of Reciprocal Supports

Sponsor: William T. Grant Foundation

Staff: Joan Wynn

Year completed: 1988

Communities and Adolescents: An Exploration of Reciprocal Supports

Joan Wynn, Harold Richman, Robert Rubenstein, Julia Littell 1987

A Chapin Hall Working Paper

PS-02 $5.00

This paper examines the role of primary support programs in communities and in promoting the development of youth. The report identifies policy issues related to primary supports and research needed to inform future policy in this area. Also published by the William T. Grant Foundation Commission on Work, Family, and Citizenship.

Availability and Use of Community Resources for Young Adolescents

Sponsor: William T. Grant Foundation, Robert R. McCormick Tribune Foundation, Kraft Foundation

Staff: Julia Littell, Joan Wynn

Year completed: 1989

The Availability and Use of Community Resources for Young Adolescents in an Inner-City and a Suburban Community

Julia Littell, Joan Wynn 1989

A Chapin Hall Working Paper

PS-04 $10.00

The authors of this paper started from the position that community resources play an important role in children's lives and that systematic inclusion of these resources in policy planning concerning children would benefit children. Many have observed large disparities in the availability of such resources in affluent as opposed to impoverished communities, but few studies have looked closely at this issue. This working paper presents the results of an exploratory study of resources for sixth, seventh, and eighth graders—1,000 youth aged 11 to 14 years—in an inner-city and a suburban community in the Chicago area. The study was designed to generate insights into the availability, diversity, use, and importance of community resources for middle-school children in these two very different communities. The researchers looked at the number of activities available in an average week per 1,000 youth and found more than three times as many in the suburban community as in the inner-city community. They also explored children's and parents' perceptions of the positive and negative aspects of young people's participation in organized and informal activities, and identified additional resources that children and parents thought were needed in their communities. Drawing on the study findings, the authors began to frame a policy discussion about the use of community resources in enhancing the development of young people, and to develop methods for further research in this area.

Impact of Liability Insurance Problems on the Delivery of Services to Children

Sponsor: Allstate Foundation

Staff: Joan Wynn

Year completed: 1986

The Impact of Liability Insurance Problems on the Delivery of Services to Children: An Intersection of Uncertainties

Joan Wynn 1988 (revised edition)

A Chapin Hall Working Paper

PS-03 $10.00

This paper reviewed a study of how services to children are affected by exposure to liability and by fluctuations in the availability and cost of liability insurance. The author describes the basic operation of the civil justice system, in which liability claims are adjudicated, and of the insurance industry, in which the roles and terms for insurance are set based on assessing the risk of liability claims. As liability insurance has significant costs and consequences, the author suggests ways that social service providers can individually and together lower exposure to risk and better manage access to and costs of liability insurance. The author also defines issues raised by fluctuations in the price and availability of insurance and discusses steps that child-serving agencies might take to minimize the adverse effects of fluctuations on service delivery.

Child Care Needs in Illinois

Sponsor: Illinois Department of Children and Family Services

Staff: Joan Costello

Year completed: 1986

Child Day-Care Resources in Illinois

Joan Costello 1986

A Chapin Hall Working Paper

PS-01 $10.00

This study was undertaken to aid the development of day-care policies in Illinois. The report assesses changes in demography and labor-force participation that fueled a growing demand for day care, and surveys the day care resources in existence at the time the report was written. Legislation relating to the provision of day care is also discussed.

MMUNITY BUILDING

There is a substantial and growing movement among policy makers and foundations toward interventions designed to comprehensively strengthen communities and, in so doing, to improve the lives of children and families. The significance of this movement for communities and their individual residents, and the significance of the investments made by the philanthropic sector, and increasingly by government as well, have intensified the need for research of many kinds on community and on the fundamental concepts that underlie community-building initiatives. The devolution of authority for social supports from the federal government to other levels of government may further increase the need for more comprehensive understanding of community forces and processes.

Chapin Hall conducts a range of projects that examine community initiatives designed both to advance the field of community building and to increase the power and heighten the precision of research on communities. Some projects look at individual community-building initiatives to document and evaluate their planning, development, and effectiveness. Other projects work to develop information resources and tools, and these may directly involve communities with research and researchers. A set of longstanding research endeavors at Chapin Hall seeks to develop the field of community building itself by surfacing and clarifying the fundamental issues embedded in community initiatives and by looking across initiatives in order to draw general lessons that can then be tested against the experiences of other communities and community-building efforts.

The cluster of Chapin Hall research projects focused on developing the field of community building addresses the need to understand the key aspects of community and efforts to build it that are fundamental to planning, implementing, managing, and sustaining community initiatives. These projects pose such questions as: What is a neighborhood? How do communities function as units of action? What are the fundamental issues that underlie community-building initiatives? What is "community capacity" and how is it measured, sustained, or increased? How is power distributed in communities and how is decision-making authority apportioned among funders, residents, businesses, agencies, local government, and other community stakeholders? What roles do race and attitudes about race play in how community initiatives are conceived and implemented?

Among the first of these developmental projects was Defining Neighborhood, supported by the Annie E. Casey Foundation. Defining Neighborhood sought to expand understanding of neighborhoods as units of action and venues for intervention by defining the boundaries, elements, and critical spatial relations within neighborhoods. The project yielded the 1995 report *Defining Neighborhood: History, Theory, and Practice* and articles in *Social Service Review* and the *Journal of Planning Literature* in 1997 and 1998, respectively.

To explore the ideas that surround community building's fundamental issues, the project Core Issues in Comprehensive Community-Building Initiatives drew on experience and learning from all segments of the community-building field. Chapin Hall staff members working on community-focused projects wrote eight essays on key community-building topics. Commentary on and responses to those essays were written by individuals participating in the field in a wide variety of ways. Together, the essays and commentary composed the 1996 volume *Core Issues in Comprehensive Community-Building Initiatives*. Supported by the Rockefeller Foundation, *Core Issues* has now spawned a successor. A second *Core Issues* volume, on power and race, is in preparation with Rockefeller support.

Other work has looked at such issues as community capacity and governance. A current project, supported by the Casey and Ford Foundations, looks at community capacity and capacity building, seeking to define capacity and determine how it can be understood, operationalized, and measured. Over the past few years, a number of projects have addressed the exercise of governance in communities. Past work in this area has looked at groups, organized by community initiatives, that pulled together stakeholders to speak and act on behalf of residents to further the aims of the initiatives. These groups were examined from a variety of perspectives, including that of local government. Current work moves beyond initiative governance structures to examine other neighborhood

entities that play a governance role in that they intend to speak and act on behalf of community residents. The governance work has been supported by the Casey and Danforth Foundations.

Recent and current projects concerned with community building, and the publications resulting from them, are described below under three headings, Developing A Field, Documentation and Evaluation, and Information Resources and Tool Building. The work under **Developing a Field**, much of which has been described above, is concerned with advancing knowledge about the fundamental definitions and issues in community development and revitalization and with the development of problem-solving applications for the field.

The **Documentation and Evaluation** section details research projects and publications that examine individual community redevelopment and revitalization efforts. Among these is the Ford Foundation's Neighborhood and Family Initiative, a comprehensive community initiative implemented in four U.S. cities through the intermediary of community foundations. Chapin Hall has been chronicling the NFI for nearly a decade, producing four reports that are available free of charge, courtesy of the Ford Foundation. These reports are widely read in the government policy community, by foundation staff, and by others involved in community building work. They are also used by academic researchers and taught in university classrooms.

Information Resources and Tool Building presents projects focused on ways of using research or research-generated information. One is the project Development of a Community Information Infrastructure. In partnership with collaboratives in two Chicago communities, and with support from the John D. and Catherine T. MacArthur Foundation, the project team is working to identify and gather comprehensive and accurate information that will provide a clear understanding of the needs of community residents, of internal and external resources available to meet those needs, and of complex relationships among community residents and institutions. Such information is vital to the design, implementation, and ongoing operations of community-change initiatives.

Developing a Field

Capacity Building in Community-Change Efforts

Robert Chaskin, Prudence Brown, Gina Barclay-McLaughlin, Avis Vidal, Sudhir Venkatesh, William Mollard, Jolyon Wurr

Over the past decade, community-based approaches have reemerged as a central strategy to promote social change and development. The current generation of such efforts focuses in particular on notions of comprehensive development and the importance of "community building" as both a means to neighborhood transformation and a principal outcome goal. Fundamentally, community building in these efforts involves strengthening the capacity of neighborhood residents, associations, and organizations to identify priorities and opportunities and to work, individually and collectively, to foster and sustain positive neighborhood change. Despite the centrality of the capacity-building concept to community-change efforts, there has been limited clarity about the meaning of "capacity" and "capacity building" at the neighborhood level.

Through interviews with practitioners, funders, and researchers, the examination of case-study data, and the use of interactive forums, Chapin Hall researchers aim to provide a thorough, systematic understanding of community capacity and of interventions intended to foster it. They seek to provide answers to such questions as: What does community capacity mean? What are its components? How can they be operationalized, measured, and understood in action? What factors influence and are influenced by them? What is being learned about how to build community capacity in urban neighborhoods? The project is to culminate in a book intended to inform policy makers, funders, community-building practitioners, and researchers. This project is supported by the Ford and Annie E. Casey Foundations. 1998.

Core Issues in Comprehensive Community-Building Initiatives

Rebecca Stone, Prudence Brown, Robert Chaskin, Joan Wynn, Renae Ogletree, Sunil Garg, Stephen Baker, Mark Joseph, William Mollard, Tim Hacsi, Gayatri Sethi, Lisa Dwyer

By 1995, the creation of new comprehensive community-building initiatives had outpaced theoretical understanding of community change and other underpinnings of the comprehensive, community-focused approach. In an effort to strengthen the field while analyzing it, Chapin Hall, with funding from the Rockefeller Foundation, drew on its research staff's diverse experience and expertise to identify concerns and develop a set of essays addressing core issues in comprehensive community-building efforts for children and families. Associated publication listed below. 1996.

Core Issues in Comprehensive Community-Building Initiatives

Rebecca Stone, editor 1996

CB-06 $12.00

With the recent implementation of a variety of comprehensive community-building strategies nationwide, the need for opportunities to learn from and about these various strategies is acute. Unfortunately, opportunities for such discussion and debate have been few. To provide a forum for cross-level discussion in the field, Chapin Hall, with support from the Rockefeller Foundation, produced this volume of essays on eight core issues in community building. The essays were written by Chapin Hall researchers who were actively exploring the issues in their projects. Responses to each essay were solicited from outside sources representing various segments of the community-building research and practice fields in order to bring a diverse array of voices to the discussion of these issues. The chapters in the volume are: Theories of Neighborhood Change; Exploring Visions of "Built" Community; The Role of the Sponsor in CCIs; Neighborhood Governance; Evaluation of CCIs; Community Building and the Economic Context; Building Capacity in CCIs; and Community Organizing and CCIs. The discussion in each chapter, including essays and responses, is designed to be used as a starting point for debate and development of ideas, whether in the planning, practice, or assessment of CCIs.

Core Issues is reaching widely and deeply into the universe of comprehensive community-building initiatives. The volume is being read by staff at more than 100 community initiatives, direct service organizations, foundations, and research and policy centers, and by many others involved in economic and community development. *Core Issues* is used in classes at the Harvard University's Kennedy School of Government, Princeton University's Woodrow Wilson School, Yale University, and the University of Pittsburgh. It has also been widely cited, and portions of the text have been reprinted in other forms.

Core Issues in Comprehensive, Community-Building Initiatives: Exploring Power and Race

Rebecca Stone

Following on Chapin Hall's 1996 Core Issues in Comprehensive Community-Building Initiatives, this project is exploring the role and influence of power and race in the planning, practice, and evaluation of comprehensive community-building initiatives (CCIs). Power and

race were raised as fundamental concerns by the authors of the earlier volume, but the field increasingly acknowledges that, while significant, these issues and their influence remain largely unarticulated. To further explore how power and race affect community revitalization efforts, Chapin Hall conducted extensive interviews and focus group discussions with stakeholders in CCIs nationwide, including community residents, technical assistance providers, CCI managers and site directors, funders, and researchers.

Building on these interviews and discussions, Chapin Hall will produce a second *Core Issues* volume, which, like the first, will be written both by researchers and by those interviewed to present a variety of perspectives on power and race concerns in CCIs. An epilogue to the volume will discuss how the project itself served as a vehicle for generating constructive dialogue around these difficult, sensitive, and often contentious subjects. Benjamin Butler of Community Development Associates is a consultant to Chapin Hall on this project. This project is supported by the Rockefeller Foundation. 1998.

Exploring Neighborhood-Based Governance

Robert Chaskin, Clark Peters, David Seith, Amanda Toler

In 1996, Chapin Hall conducted studies of local governments' perspectives on neighborhood-based governance structures created by community-building initiatives operating in their jurisdictions, and of the governance structures of Empowerment Zone communities. Drawing on these studies, and on other Chapin Hall work, researchers developed a plan for empirical investigation of a range of approaches to neighborhood-based governance. The current research moves beyond community-based initiative governance, a principal focus of earlier work, to the examination of a broader class of neighborhood structures that in some way speak for and act on behalf of community members. This inquiry thus includes governance structures brought into existence not only by initiatives, but also by community associations, municipal government, and other actors.

With the continuing support of the Annie E. Casey Foundation, Chapin Hall is conducting this investigation to develop a clear understanding of governance approaches—ways of organizing decision making, planning, and action in neighborhoods—and their likely benefits in relation to particular goals in particular community contexts. Through targeted fieldwork, interviews, and literature and document reviews, researchers are working to refine a taxonomy of approaches to neighborhood-based governance and to develop a better understanding of the nature, role, intent, and core strategies of each approach. Researchers will also develop—and ultimately test—hypotheses regarding the dimensions on which the effectiveness of each approach depends. 1998.

The Aspen Institute's Roundtable on Comprehensive Community Initiatives for Children and Families

Harold Richman, Prudence Brown, Robert Chaskin, Mark Joseph, Janice Hirota

To examine the viability and power of the theories and practices of community building, the Roundtable brings together the funders, operators, evaluators, and advisors of comprehensive community initiatives to discuss the challenges they are facing and the lessons they are learning. Formed in 1992, it is co-chaired by Chapin Hall Director Harold Richman and Lisbeth Schorr of Harvard University and operates under the auspices of the Aspen Institute. Chapin Hall staff have been involved in a number of Roundtable projects. (See pp. 57 and 67.)
Associated publications listed below. 1996.

The Role of the Evaluator in Comprehensive Community Initiatives

Prudence Brown 1995

Published in *New Approaches to Evaluating Community Initiatives: Concepts, Methods and Contexts*, J. Connell, A. Kubisch, L. Schorr, and C. Weiss, editors.
$12.00

The author of "The Role of the Evaluator in Comprehensive Community Initiatives" is a member of the Roundtable's Steering Committee on Evaluation, which generated this volume exploring the lack of fit between current evaluation methods and the need to learn from and judge the effectiveness of CCIs.

Voices from the Field: Learning from the Early Work of Comprehensive Community Initiatives

Chapin Hall contributors: Prudence Brown, Robert Chaskin, Janice Hirota, Mark Joseph, Harold Richman; edited by Anne Kubisch 1997

Chapin Hall staff joined Roundtable staff to create this review of CCI experiences to date, focusing on the early lessons that have been discerned by active participants in the field—funders, directors, staff, evaluators, community residents, and observers.

Both of the preceding volumes are published by the Aspen Institute.

Aspen Institute Publications Office
P.O. Box 222
109 Houghton Lab Lane
Queenstown, MD 21658
Phone: 410/820-5326

Effects of Philanthropy on Community Empowerment Initiatives

Prudence Brown, Sunil Garg

Foundations are increasingly sponsoring initiatives, framed in community empowerment terms, that are designed to address the problems faced by children and families in distressed neighborhoods. Recognizing the limits of top-down, externally imposed approaches to dealing with the problems of poverty, these initiatives emphasize local capacity building, leadership development, and agendas that are community-driven. This study, funded by the Aspen Institute, illuminated for foundations the challenges inherent in creating partnerships with community grantees while maintaining traditional lines of accountability and ultimate authority. Chapin Hall conducted case studies of six such partnerships, supplemented by individual and focus group interviews with key stakeholders from a diverse group of initiatives. The findings have the potential to inform grantmaking and management practices that balance foundation mandates with community-change objectives. Associated publication listed below. 1997.

Foundations and Comprehensive Community Initiatives: The Challenges of Partnership

Prudence Brown, Sunil Garg 1997
A Chapin Hall Discussion Paper
CB-11 $6.00

Against a backdrop of increasing localization of responsibilities for human services and community development, and in a climate of diminished resources for these activities, foundations have explored the comprehensive community initiative (CCI) as a way to support improved well-being for children and families. In this paper, the authors examine the role foundations choose to play in CCI design, implementation, and governance, and explore the ways that foundations can close the distance that frequently exists between them and the CCIs they support. The relationships between foundations and their CCI grantees are often characterized by distrust, dishonest exchange, and struggles over power and accountability—all of which can diminish CCI effectiveness and the learning that these projects can yield.

The authors suggest approaches that could help foundations and CCIs establish more effective relationships. These approaches take into account foundation commitment to work in a community and with the CCI process, the relationship of that commitment to other foundation programming, the coordination of efforts with other foundations working in the same community, the creation of productive relationships within the community, the need to accelerate the development of knowledge about particularly problematic issues, and the value of a "coach" as keeper of the CCI vision. Finally, the authors suggest that a similar inquiry be undertaken to explore the steps that community partners in CCIs might take to enhance working relations.

Governance from the Perspective of Government

Robert Chaskin, Ali Abunimah

Although community-based initiatives aimed at a variety of social reforms have proliferated in recent years, little systematic attention has been paid to their governance or the relationships of these governance structures to local government. This study focused on the issue of neighborhood-based governance entities from the perspective of local government. Researchers conducted a literature review on past and current approaches to neighborhood-based initiative governance and interviewed a group of respondents representing various levels of local government in places where neighborhood-based initiatives are taking place. Interviews focused on perceptions of the value, impact, and appropriate roles of these initiatives. A research plan for an empirical investigation of a range of approaches to neighborhood-based governance in practice was also developed. This project is supported by the Annie E. Casey Foundation. Associated publication listed below. 1997.

A View From the City: Local Government Perspectives on Neighborhood-Based Governance in Community-Building Initiatives

Robert Chaskin, Ali Abunimah 1997
A Chapin Hall Discussion Paper
CB-12 $6.00

Recently, a number of efforts have been launched to promote comprehensive neighborhood change and "build community" by developing increased neighborhood capacity for planning, advocacy, and service delivery, and by implementation of a broad range of development strategies. These initiatives often structure the governance of their activities independent of local government, using local nonprofit organizations or new collaborative organizations as the seat of neighborhood-based governance. This paper explores the perspective of local governments on these governance entities. It asks to what extent local government sees such efforts as appropriate responses to neighborhood needs and circumstances and to what extent they might be seen as intruding into the proper provinces of

local government. It explores the perceptions of local government officials regarding the appropriate roles for neighborhood-based governance entities, the relationship they ought to have to government, their potential for fostering neighborhood change, the source of their legitimacy and how it relates to that of elected local government, and the factors that support or limit their long-term viability.

The authors found these entities, by and large, to be accepted by local government, but public officials identified a number of limitations in them: that the initiatives should inform but not make policy, that they cannot balance needs across city-wide constituencies, that they lack accountability mechanisms, and that they cannot assume responsibilities assigned by statute to local government. The authors conclude that the success of these entities seems to depend on the ongoing negotiation of connections, responsibilities, expectations, and lines of accountability more than on a particular organizational structure or a formally acknowledged set of roles and relationships. (This paper is a companion to "The Issue of Governance in Neighborhood-Based Initiatives," described below.)

Governance in Empowerment Zone Communities

Robert Chaskin, Clark Peters

Empowerment Zones (EZs) are a federal government attempt to address the problem of chronic poverty by implementing locally driven, comprehensive community-development efforts. EZs, Supplemental Empowerment Zones (SEZs), and Enhanced Enterprise Communities (EECs) receive combinations of grants to support the building of physical infrastructure and the creation of social services, as well as tax credits to assist them in bringing businesses into the community. Each site has its own governing body, as designated in its proposal for funding. Chapin Hall researchers have examined the governance of the fifteen federally designated EZs, SEZs, and EECs with support from the Annie E. Casey Foundation. The study generated brief, case-specific descriptions of the governance structures and processes in each EZ, SEZ, and EEC and distilled early emerging issues and common concerns across sites. Associated publication listed below, 1996.

Governance in Empowerment Zone Communities

Robert Chaskin, Clark Peters 1997

A Chapin Hall Discussion Paper

CB-10 $8.00

This paper reviews the approach to governance taken by the fifteen Empowerment Zones, Supplemental Empowerment Zones, and Enhanced Enterprise Communities. The study found key commonalities across the sites, including the fact that they all engaged in a largely inclusive application process (necessary to their receiving the federal designation) and in development of a permanent governance structure to oversee decision making and program implementation. In all sites, local government plays a key role in governance of the site, most commonly by appointing participants to governing or advisory boards. The sites differed in the auspices under which they located the governance structure and in the structure of participation in governance.

As the sites have moved into implementation, three sets of common issues regarding governance have emerged: concerns in the areas of participation and community involvement, such as identifying participants and their roles; concerns about auspices and administration, including determining the institutional "home" of the governance structure, staffing, and relationships with other community organizations; and questions about broader governance issues, such as the role of the state and federal governments.

Governance in Neighborhood-Based Initiatives

Robert Chaskin, Sunil Garg, Harold Richman

The large number of foundation-sponsored, neighborhood-based initiatives that are involved in comprehensive neighborhood development exhibit some notable common features. All seek to bring responsibility for neighborhood development strategies, service planning, and delivery closer to the people and communities to be served, and almost all have chosen to accomplish this goal by creating an initiative governance structure at the neighborhood level. With the support of the Danforth Foundation, Chapin Hall explored different types of governance structures and the issues they face. Associated publication listed below, 1994.

The Issue of Governance in Neighborhood-Based Initiatives

Robert Chaskin, Sunil Garg 1997

A Chapin Hall Discussion Paper

CB-02 $6.00

Also published in *Urban Affairs Review*, vol. 32, no. 5, May 1997

Renewed interest in community-based approaches to social reform has recently spawned many initiatives. Most have governing structures organized primarily around local participation rather than around government agencies. The structures usually include professionals representing agencies and organizations in the private sector, local residents, and representatives of local government.

The authors investigate the nature of these emerging neighborhood governance structures. They examine the assumptions associated with neighborhood-based governance and the rationale for it, outline some central issues in the rela-

tionship between neighborhood governance entities and existing governmental structures and mechanisms; and explore the intent, structure, and operation of an illustrative set of governance entities from current neighborhood initiatives. The authors find three central, interrelated issues to be of concern: the governance structure's legitimacy and its connection with the neighborhood, the organizational structure of the governance entity, and the auspices under which governance structures operate and their long-term viability. (This is a companion paper to "A View from the City: Local Government Perspectives on Neighborhood-Based Governance in Community-Building Initiatives," p. 57-58.)

Defining Neighborhood

Robert Chaskin

Neighborhoods are an increasing focus of interest among policy makers, funders, and others concerned about children and families. But a number of key concepts and issues have gone largely unexamined—the meaning of "neighborhoods," and how to identify them, define their boundaries, and engage with them. This project explored the use of the neighborhood as a unit of action and identity. Drawing on an extensive literature review and a telephone survey of foundations involved in neighborhood-based initiatives, the researcher analyzed the difficulties encountered in trying to establish a uniform definition for neighborhood or draw definite boundaries around a given neighborhood for programmatic purposes. From this, the author concluded that a heuristic approach might better be used to define neighborhood and he developed a set of steps and guiding questions that could be used as tools for such an approach. The project was funded by the Annie E. Casey Foundation. Associated publication listed below. 1994.

Defining Neighborhood: History, Theory, and Practice

Robert Chaskin 1995

A Chapin Hall Report

CB-04 $10.00

Geographically targeted, neighborhood-based interventions rest on the premise that neighborhoods are central and viable units of identity and action that can be defined and mobilized. The author synthesizes past and current thought on the issues in defining neighborhood, from the perspectives of both research and practice, and develops conceptual tools for defining neighborhood—its elements and scope—for programmatic ends. The report thus offers help in the design and implementation of local strategies by defining the boundaries, elements, and critical spatial relations that are part of the definition of neighborhood.

The author provides a series of questions to guide planners of organized social change through the steps necessary for defining neighborhood in the context of specific programmatic goals. These steps include clarifying programmatic goals and strategies, identifying the essential dimensions and elements of neighborhood likely to facilitate these goals, and collecting concrete information on the contexts in which potential target neighborhoods exist. (A list of potential items for an informational database along these lines is provided in an appendix to the report.)

A revised discussion of historical and theoretical perspectives on the spatial and social contexts of neighborhoods from *Defining Neighborhood*, titled "Perspectives on Neighborhood and Community: A Review of the Literature," was published in *Social Service Review*, vol. 71, no. 4, December 1997. A revised discussion of the heuristic process for defining neighborhood in given programmatic cases was published in the *Journal of Planning Literature*, vol. 13, no. 1, August 1998.

Earlier Projects and Related Publications

Alternatives to Age-Based Service Provision

Sponsor: Chicago Community Trust

Staff: Bernice Neugarten, Harold Richman

Year completed: 1991

Comprehensive Community Initiatives—Issues and Opportunities for Learning

Sponsor: Rockefeller Foundation

Staff: Rebecca Stone

Year Completed: 1994

Comprehensive Community Initiatives—Issues and Opportunities for Learning

Rebecca Stone 1994

A Chapin Hall Working Paper

CB-16 $5.00

This paper discusses comprehensive community-building strategies for children and families, including two major components of current initiatives—child and family services and community development. It raises some key questions and addresses them by looking across the spectrum of initiatives, rather than in detail at one or two. The paper sketches the need for information sharing, open communication, and evaluation, and the barriers to those activities. Finally, it suggests some ways in which computer networking might help to break down those barriers and strengthen learning, policy and practice. (See Handsnet Comprehensive Strategies Forum, p. 69).

Neighborhood and Family Influences on the Development of Poor Urban Children and Adolescents

Sponsor: Social Science Research Council

Staff: P. Lindsay Chase-Lansdale

Year completed: 1995

Neighborhood and Family Influences on the Intellectual and Behavioral Competence of Preschool and Early School-Age Children

P. Lindsay Chase-Lansdale, Rachel A. Gordon, Jeanne Brooks-Gunn, Pamela K. Klebanov

Published in *Neighborhood Poverty: Context and Consequences for Children* (vol. 1), J. Brooks-Gunn, G. Duncan, and J. Aber, editors, 1997

To investigate the influence of neighborhood on children's cognitive and behavioral outcomes, the authors use data from two large datasets. One is the Children of the National Longitudinal Survey of Youth (NLS/Y), which is a survey of the children of respondents to a long-running survey of young adults begun in 1979. The other is the Infant Health and Development Program, a large, eight-site study of an early educational intervention for premature and low-birthweight children. The authors find that neighborhood effects on the outcomes of preschool children are small or are filtered by family experience. Early school-age children show more significant neighborhood effects, which the authors interpret cautiously as support for the idea of neighborhood influence on the lives of these children.

Neighborhood Poverty is published by the Russell Sage Foundation
122 E. 64th Street
New York, NY 10021
Phone: 800/666-2211

The Intersection of the Neighborhood and Home Environment and Its Influence on Young Children

Pamela K. Klebanov, Jeanne Brooks-Gunn, P. Lindsay Chase-Lansdale, Rachel A. Gordon

Published in *Neighborhood Poverty: Context and Consequences for Children* (vol. 1), J. Brooks-Gunn, G. Duncan, and J. Aber, editors, 1997

This chapter extends the analyses of the chapter "Neighborhood and Family Influences on the Intellectual and Behavioral Competence of Preschool and Early School-Age Children" by the same authors (described above). It has three aims: to look at how neighborhood composition is correlated with indicators in the home environment and cultural characteristics of the young children's mothers; to see whether or not the neighborhood effects on child outcomes discussed in the earlier chapter are mediated by the family-level variables; and to go beyond examining mediated effects to exploring a few likely moderated effects.

Neighborhood Poverty is published by the Russell Sage Foundation
122 E. 64th Street
New York, NY 10021
Phone: 800/666-2211

Economic Hardship and the Development of Five- and Six-Year-Olds: Neighborhood and Regional Perspectives

P. Lindsay Chase-Lansdale, Rachel A. Gordon 1996

Published in *Child Development*, vol. 67, 3338-3367, 1996

This article explores the association between neighborhood characteristics and the development of five- and six-year-olds. The authors also address whether region of residence in the United States (Northeast, Midwest, South, and West) might moderate the effects of neighborhoods on children.

Other Publications

Comprehensive Neighborhood-Based Initiatives

Prudence Brown 1996

Reprint from *Cityscape: A Journal of Policy Development and Research*

CB-09 $2.00

There is general agreement that the interlocking problems of America's cities require more fundamental change than can come from the adoption of a single program or the reform of one service provider. In this context, comprehensive neighborhood-based initiatives have emerged as an approach with great potential. This article provides an overview of these initiatives, using specific examples to illustrate common structures, challenges, and characteristics of promising initiatives. It also reviews the role of the evaluator in these initiatives and questions that surface in the evaluation process. Although comprehensive neighborhood-based initiatives show promise for meeting the challenges of urban problems, they also face significant obstacles to implementation, most notably funding. The author offers some concluding thoughts about the future of these initiatives and the potential for private/public partnerships to support these complex programs.

Communities and Neighborhoods: How Can Existing Research Inform and Shape Current Urban Change Initiatives?

Prudence Brown, Harold Richman 1993

Three guiding principles emerge from research on initiatives that address the increasingly distressed conditions of many low-income urban neighborhoods: effective neighborhood development focuses on rebuilding the social fabric of the community, it involves residents and other stakeholders in the process of identifying and prioritizing goals and strategies, and it trains a holistic and integrative lens on the dynamics of neighborhood revitalization.

Published by the National Center for Children in Poverty
154 Haven Avenue
New York, NY 10032
Phone: 212/304-7100
$6.25

The Community Base for New Service Delivery Strategies

Harold Richman, Prudence Brown, Sudhir Venkatesh

Published in *Children & Their Families in Big Cities: Strategies for Service Reform*

Alfred Kahn and Sheila Kamerman, editors 1996

What institutions should serve as the core of a reformed service system oriented toward the community? In this paper, the authors respond to this frequently asked question by arguing that the institutional location and auspices of this core ought to be different in different communities, depending on an individual community's organizational capacity. The authors suggest that the most important consideration in community-oriented service reform is not the institutional location of the service core, but the strength of the community's organization and participation. Effectively organized communities can probably make any community-oriented service system work (regardless of the institutional affiliation of the core), whereas weakly organized communities probably cannot effect reform regardless of where the core is located.

Published by Cross-National Studies Research Program
Columbia University School of Social Work
622 West 118th Street
New York, NY 10025
Phone: 212/854-5444
Fax: 212/854-4320
$14.00

Neighborhood Effects and State and Local Policy

Prudence Brown, Harold Richman

Published in *Neighborhood Poverty: Contexts and Consequences for Development* (vol. 2), G. Duncan, J. Brooks-Gunn, and L. Aber, editors, 1997

This article is part of a volume on neighborhood poverty and the interrelationship between people and space. The authors speculate about the policies and practices at the state and local levels that promote neighborhood ability to support children and families. To date, much of the impetus for neighborhood and family development has come from the private sector. The article examines the ways in which state and local policy could strengthen this work.

Published by the Russell Sage Foundation
112 E. 64th Street
New York, NY 10021
Phone: 800/666-2211

Documentation and Evaluation

The Abacoa Project

Robert Chaskin, Prudence Brown, Clark Peters

Abacoa is a planned community now in development in northern Palm Beach County, Florida. The John D. and Catherine T. MacArthur Foundation is involved in the development, which attempts to draw on the ideas of community building that inform many current efforts to revitalize existing communities, and on the tenets of the "New Urbanism," which stress small-scale, pedestrian-friendly, and mixed land-use planning as a way to revive or create local communities that are vibrant social units.

The intent of the Abacoa development process is to create a built environment that will foster social interaction among residents and a supportive social environment for residents and businesses. This orientation to community development, along with commitments to environmental responsibility and to the creation of institutions and organizations that foster social supports, have the potential to distinguish Abacoa among planned communities. The development of Abacoa presents a rare opportunity to observe and analyze the planning, construction, and birth of a new community.

The MacArthur Foundation is committed to documenting the design, planning, and implementation of the Abacoa project in order to record development as it unfolds over time and to compare that reality with the original vision for the community. The Foundation has asked Chapin Hall to prepare a composite sketch of what the various parties involved in the project envision for Abacoa, to assess the learning opportunities and priorities of the project, and to make recommendations regarding a design and strategy for a long-term documentation. 1998.

Community-Building Roles of the Settlement House

Prudence Brown, Janice Hirota

Community-building efforts require the active involvement of local institutions, including schools, community development corporations, churches, and social service organizations. One critical role of these institutions is that of intermediary; it is through such entities that community problems are addressed, services are integrated, and the community voice is expressed and connected to the larger political and social arenas. Settlement houses have a long tradition of being embedded in their communities and are well positioned to play an important intermediary role in community building. Chapin Hall staff are work-

ing with the United Neighborhood Houses (UNH), an umbrella organization for thirty-seven settlements in New York City, to illuminate the obstacles to community-building among the settlements and to identify and encourage successful strategies for overcoming these obstacles. Associated publications listed below. Ongoing.

Settlement Houses Today: Their Community-Building Role

Prudence Brown 1995

Published with United Neighborhood Houses of New York

CB-05 $5.00

The trend toward shifting responsibility for social welfare to the neighborhood level warrants a close look at the work of settlement houses, which have been providing services in conjunction with their communities for more than one hundred years. The author uses interviews with settlement house staff and participants, as well as local community leaders and observers, to examine what community embeddedness means to three New York settlements and how that embeddedness enhances the settlements' overall impact in the community.

The author also examines the forces and attitudes that can prevent settlement houses from reaching their potential as agents of and centers for community building. Lack of sufficient and flexible funds is the most important of these negative forces. Other challenges include the need to treat community members as neighbors rather than clients, to be of the community as well as in it, to deal with issues of governance and community ownership, and to link individual and family change with community change.

To address these challenges and define the roles that settlement houses intend to play in building supportive communities for residents, the author maintains that contemporary settlement houses must attract new resources for community building and consider how existing resources can be used to serve community-building functions. Arts programming and community economic development can both serve as excellent points of entry into the community-building arena for settlement houses.

Building Community: The Tradition and Promise of Settlement Houses

Janice Hirota, Prudence Brown, Nancy Martin 1996

Published with United Neighborhood Houses of New York

CB-08 $8.00

Pathways to Change: Settlement Houses and the Strengthening of Community

Janice Hirota, Prudence Brown, William Mollard, Hannah Richman 1997

Published with United Neighborhood Houses of New York

CB-13 $8.00

In these two reports, following up on the first report in this series, *Settlement Houses Today: Their Community Building Role*, the authors explore examples of community building in several settlement houses in distinctly different communities. The authors examine a wide range of activities through which community building is undertaken, as well as the issues and challenges involved in these varying approaches, based on their interviews with settlement house staff and program participants as well as on-site observation.

This community-building effort manifests itself differently in different locales—through building community with programming that cuts across ethnic, racial, and class divisions; facilitating and promoting civic advocacy; building new relationships with the community served; improving the institutional infrastructure of the community; intertwining education and services with community organizing; and responding to the needs of a specific constituency in order to mobilize them to work on their own behalf. Though the individual programs are vastly different, the authors see all as reflecting themes that regularly emerge in community-building efforts.

Putting Ideas to Work: Settlement Houses and Community Building

Janice Hirota, Odile Ferroussier-Davis 1998

Published with United Neighborhood Houses of New York

CB-17 $8.00

The fourth in the series, this report takes an organizational perspective, looking at community-building activities across UNH. The report explores the complexity of implementing community-building ideas and considers various ways settlements are putting community-building approaches to work—within individual settlements and their neighborhoods, among groups of collaborating settlements, and system-wide. It includes profiles of selected settlement and UNH community-building efforts conducted at different organizational levels throughout the UNH system.

The Fund for Community Redevelopment and Revitalization

Harold Richman, Mark Joseph

The Fund for Community Redevelopment and Revitalization is a community-based organization that promotes a coordinated approach to community renewal in the North Kenwood-Oakland and Woodlawn communities of Chicago. The Fund was founded in 1992 and launched with a major grant from the John D. and Catherine T. MacArthur Foundation. Over the past four years, the Fund has established market-rate and subsidized housing in the two communities and is currently developing a strategic plan for a comprehensive approach to mixed-income development in them. The Fund engaged Chapin Hall to gather information about relevant initiatives around the

BEST COPY AVAILABLE

country with similar mixed-income-development objectives and to help the Fund's leadership develop an approach, building on its success in housing, to more comprehensive mixed-income community development. 1998.

Glades Community Development Corporation

Prudence Brown

In early 1994, Chapin Hall staff began documenting the evolution of a comprehensive development project in the Glades region of western Palm Beach County, Florida, being implemented by the Glades Community Development Corporation (GCDC). The Glades, home to a population of African Americans, Haitians, Hispanics, and Whites, is an agricultural region physically and socially isolated from the remainder of the County, specifically the affluent coast. Many residents live near or below the poverty line, and only 40 percent are high school graduates. In response to these and other problems in the Glades, and to capitalize on its assets—including a beautiful physical environment, encompassing the southeastern shore of Lake Okeechobee, attractive climate, and rich soil—GCDC focuses on economic development in the context of a broad community-building agenda. The goal of the documentation is to describe the implementation of the project, distill lessons and themes, and reflect on how the project's experience relates to the emerging body of knowledge about comprehensive development strategies. GCDC is supported by the Charles Stewart Mott and John D. and Catherine T. MacArthur Foundations and by the Community Foundation of Palm Beach and Martin Counties. The documentation is supported by the MacArthur and Mott Foundations. Associated publication listed below. 1998.

Glades Community Development Corporation: Chronicle of a Community Development Intermediary

Prudence Brown, Paul Stetzer, Jr.

A Chapin Hall Report

CB-18 $10.00

This report documents the first seven years of the Glades Community Development Corporation (GCDC), an intermediary organization working in the largely agricultural western part of Palm Beach County, Florida. The product of a five-year examination of the GCDC, the report combines an analytic narrative that details the GCDC's history, accomplishments, and challenges with profiles of particular projects or initiatives that provide in-depth portraits of specific aspects of the GCDC experience. The report is illustrated by approximately fifty photographs.

Neighborhood and Family Initiative Evaluation

Robert Chaskin, Selma Chipenda-Dansokho, Carla Richards, Harold Richman, Stephen Baker, Sylvan Robb, Lisa Cohen, Paul Fagen, Miao Ling Li, Anna Minkov, Mark Toles

The Neighborhood and Family Initiative (NFI) is a comprehensive community initiative launched by the Ford Foundation through the agency of community foundations in four cities: Detroit, Hartford, Memphis, and Milwaukee.

NFI is one of the earliest of the current generation of comprehensive community initiatives and is among the vanguard of such efforts nationally. Undergirding NFI is the belief that community development strategies should recognize and build on the interrelationships among social, physical, and economic development, which have historically been treated as separate spheres of action. NFI depends on the active participation of neighborhood residents and professionals, as well as professionals beyond the community, who serve in each community on a collaborative board charged with the development and implementation of a strategic plan for the neighborhood.

Chapin Hall's role is to explicate and refine the theoretical assumptions of the Initiative, to monitor its processes and outcomes, and to provide an ongoing analysis of emerging lessons. For a period of time, the research team also provided technical assistance to sites for the development of local assessments of their progress. Chapin Hall researchers and participants in NFI's Hartford and Memphis neighborhoods collaboratively developed and implemented a neighborhood survey in each of the two communities. The survey focused primarily on residents' perceptions of their neighborhood and what it has to offer them, their place within the neighborhood, and possibilities for neighborhood improvement.

Chapin Hall has published four reports based on the evaluation that have both informed the ongoing conduct of the Initiative and contributed to applied knowledge in the field generally. They have influenced the design of second-generation initiatives by presenting emerging lessons as the Initiative has progressed, and have been read by public officials at all levels of government, from the federal level (both the executive and legislative branches) to state, county, and city levels across many states. They have also been reviewed and acted on by private philanthropy, from large national foundations to local community and family foundations across the county. Finally, they have informed research both as sources

for academics and applied researchers in the field and as texts assigned to both college and graduate students at a number of universities, including Harvard's Kennedy School of Government, Princeton University, Yale University, the University of Chicago, and the University of Memphis. Associated publications listed below. Ongoing.

The Ford Foundation's Neighborhood and Family Initiative: Toward a Model of Comprehensive, Neighborhood-Based Development

Robert Chaskin 1992

A Chapin Hall Report

CB-01

Free of charge, courtesy of the Ford Foundation.

The Ford Foundation's Neighborhood and Family Initiative
Building Collaboration: An Interim Report

Robert Chaskin, Renae Ogletree 1993

A Chapin Hall Report

Out of print. Superseded by CB-03, immediately below.

The Ford Foundation's Neighborhood and Family Initiative
Moving Toward Implementation: An Interim Report

Robert Chaskin, Mark Joseph 1995

A Chapin Hall Report

CB-03

Free of charge, courtesy of the Ford Foundation.

The Ford Foundation's Neighborhood and Family Initiative
The Challenge of Sustainability: An Interim Report

Robert Chaskin, Selma Chipenda-Dansokho, Mark Joseph 1997

A Chapin Hall Report

CB-14

Free of charge, courtesy of the Ford Foundation.

Each report in this series documents facets of the Initiative's unfolding across sites, emphasizing aspects of the initiative that are most central to its conduct in a given period of implementation, and each after the first updates the analysis of the previous reports.

The first volume in this series (1992) closely examines and elaborates on the underlying principles of NFI and places them in the context of past development efforts. The author explains how the inclusion of residents and other stakeholders in the planning and governance process is designed to help those concerned with the neighborhoods' well-being to recognize and exploit the interrelationships among physical, economic, and social needs, opportunities, and strategies. The author also speculates on some of the obstacles that NFI participants will face.

The second NFI report (1993) focuses on the first two years of collaborative operation. Because the initiative had to this point been primarily focused on issues of process and governance, these issues were explored in comparatively greater detail than were issues of strategy, program, outcome, and institutional support. The report highlights emerging issues regarding the mixed-participatory model of governance and the complications encountered by the Initiative in dealing with key issues in collaboration—representation, autonomy, and organizational structure.

The third NFI report (1995) updates and expands the analysis provided in the second report. It mainly concerns the manner in which the principles elaborated in the first report have been applied in the communities, as well as early thoughts about the viability of the principles themselves. The authors conclude that NFI represents both tremendous possibilities and significant challenges, many of which stem from the same sources.

For example, although the idea of comprehensive development has provided a broad framework in which the collaboratives have viewed their charge, it has not provided much specific guidance on how to structure programs. Instead, available opportunities have tended to drive much of the programmatic activity. Moving to ensure sustainability is among the biggest challenges facing each site. The report also places significantly more emphasis on the structure of the Initiative as a whole and the ways in which the roles of funders, intermediaries, and technical assistance providers have influenced Initiative conduct.

The fourth report in the NFI series (1997) focuses primarily on the issue of sustainability. It addresses the local contexts in which the Initiative operates; explores how the collaboratives collaborate, both internally and with other community and city residents and organizations; and reviews programming at each site, considering the extent to which programming efforts conform to the idea of comprehensive community development that underlies the Initiative. The authors review ongoing funding issues and the strategies that sites have adopted to promote their own long-term viability. Three of the four sites have incorporated as not-for-profit organizations, seeking greater autonomy from the community foundations, greater freedom to leverage funds and implement projects directly, and greater visibility in the communities. The fourth site has spawned two other not-for-profits. In all, these developments may be moving NFI from a cohesive, multisite demonstration to four local, autonomous efforts, receiving core funding from the same foundation but anchored increasingly in local realities.

Implementing Comprehensive Community Development: Possibilities and Limitations

Robert Chaskin, Mark Joseph, Selma Chipenda-Dansokho
Published in *Social Work*, vol. 42, no. 5, 435-444, September 1997. Also published in P. Ewalt, E. Freeman, and D. Poole (eds.), *Community Building: Renewal, Well-Being, and Shared Responsibility*, Published by NASW Press, 1998.

There is growing recognition among practitioners and policy makers that the needs and circumstances of individuals and families living in impoverished communities are interconnected. Consequently, many current approaches to addressing poverty in such communities focus, in part, on attempting to promote what is defined as comprehensive development. These efforts seek to develop strategies that address the social, physical, and economic needs and circumstances of the residents. This article outlines the rationale for a comprehensive orientation to development, explores historical and current approaches to its realization, and examines the experience of the Ford Foundation's Neighborhood and Family Initiative.

Obstacles to the implementation of comprehensive development include the challenge of reaching consensus on how to implement it; operational barriers such as time, resources, and organizational structure; and competing motivating factors. These include unexpected opportunities that arise during the course of implementation, networks of association that provide access to such opportunities or other information, and the influence of external structures of control (such as grant terms and timeframes) that promote or constrain action. The authors identify a need for greater clarity about the expected outcomes of comprehensive development strategies, greater attention to the support needs of comprehensive initiatives, and a recognition of the role that opportunism necessarily plays in community development.

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http://www.naswpress.org

Neighborhood Partners Initiative

Prudence Brown, Jacqueline Lee

The Neighborhood Partners Initiative (NPI) is a comprehensive community-building initiative designed to improve the lives of children and families in five neighborhoods, ranging in size from one to five blocks, in New York City. With the support of the Edna McConnell Clark Foundation, NPI is working to improve housing conditions, increase employment, improve quality of life for residents, engage institutional stakeholders, and promote resident participation and leadership on behalf of their neighborhoods.

At the request of the Foundation, Chapin Hall joined the technical assistance team that supported the five community-based organizations that serve as lead organizations in the target neighborhoods. As part of the technical assistance effort, Chapin Hall researchers played several roles. These included helping the sites collect the data they needed to inform their local development goals and plans and helping them identify the short- and long-term outcomes to use in measuring progress toward their goals. Chapin Hall researchers also documented the start-up period and assisted the Foundation in determining an evaluation strategy for subsequent phases. Working with Chapin Hall staff on this effort is Alvia Branch of Branch Associates, 1998.

Neighborhood Strategies Project

Prudence Brown, Janice Hirota, Jessica Pitt

The Neighborhood Strategies Project (NSP) is a community-building initiative whose mission is to "organize communities for work" by creating economic opportunity, developing effective pathways to these opportunities, and enhancing civic participation and local support for economic empowerment. This comprehensive approach requires the development of a ready, willing, and able labor force and the simultaneous creation or retention of job opportunities. The initiative began with an eighteen-month planning-and-design phase in three communities in New York City: Mott Haven in the South Bronx, Washington Heights in northern Manhattan, and Williamsburg in Brooklyn. Chapin Hall researchers have worked with collaboratives in each community to establish measurable goals and benchmarks of progress and are now evaluating NSP's five-year implementation. The NSP is sponsored by the New York Community Trust, 1999.

New York City Beacons Evaluation

Prudence Brown

During the past two decades, policy makers, researchers, educators, social service providers, and others concerned about children have increasingly focused on the importance of schools, communities, and families working together to provide the support and opportunities young people need to grow up safe and healthy. As a result, a variety of school-community-family collaborations have emerged across the country to provide children, youth, and families with a range of academic, counseling, recreational, and cultural activities, and other services that promote healthy development and reduce high-risk behavior. The New York City Beacons Initiative, launched in 1991, grew out of an interest in these collaborations and in making school buildings available to community residents during evening and weekend hours. The Initiative now involves forty Beacons citywide and has been replicated in several cities across the country.

The Academy for Educational Development is managing a three-year evaluation of the Beacons initiative with the support of Chapin Hall and the Hunter College Center on AIDS, Drugs, and Community Health. The Youth Development Institute of the Fund for the City of New York is sponsoring the evaluation in collaboration with the New York City Department of Youth and Community Development and with funding from the Annie E. Casey Foundation. The evaluation is designed to provide ongoing information for use in the Initiatives' further development. Additionally, the documentation and analysis of the creation and evolution of the Beacons will be valuable to evaluators, researchers, policy makers, educators, and others interested in school-community-family collaborations nationwide.

Chapin Hall worked with its partners during the first year of the evaluation on the overview and implementation studies, the former focusing on the development of the Initiative and its underlying principles and the latter on the way individual Beacons have implemented these principles. Center researchers will also assist in the design of a study of the Initiative's outcomes in the second and third years. (For information on other Chapin Hall work pertaining to schools, see the Schools' Connections with Children's Services, Primary Supports, and Communities section, p. 70; also see the Primary Supports section, p. 37, for more work on programs that support the healthy development of children and families.) 2000

Steans Family Foundation, North Lawndale Initiative

Robert Chaskin, Prudence Brown, Lisa Marie Pickens, William Mollard

The Steans Family Foundation targets a substantial portion of its grantmaking on Chicago's North Lawndale neighborhood, a community that faces many challenges and opportunities in its rebuilding efforts. The Foundation asked Chapin Hall to perform two distinct tasks—to document the Foundation's grantmaking to date and to provide consultation on the development of a strategic plan for future efforts.

During the first phase of this work, Chapin Hall staff reviewed Foundation and other relevant documents and interviewed a range of actors in North Lawndale, including Foundation board members, community residents, business owners, city officials, and community leaders. During the second phase, Chapin Hall staff held a series of discussions with members of the Foundation staff and board to help explore and reconcile individuals' assumptions and theories of change regarding the North Lawndale Initiative. These discussions will further inform the specification of Initiative goals and the articulation of a strategic plan, and will support the development of documentation and evaluation plans, including long-term evaluation strategies. 1998

Partnership for Neighborhood Initiatives

Harold Richman, Gina Barclay-McLaughlin

The Partnership for Neighborhood Initiatives (PNI) was a multiyear demonstration project with financial support and commitment from private and public funding bodies in Palm Beach County, Florida. PNI's goal was to develop healthier, more competent communities by reshaping the funding and delivery of health, human services, and training services at the neighborhood level through direct funder-community collaboration and through the development of neighborhood-based leadership in three targeted neighborhoods. Chapin Hall provided assistance in the planning and development of the initiative and in the development and implementation of a documentation strategy. 1998.

The Chicago Holistic Interim Living Development (CHILD)

Gina Barclay-McLaughlin, Jacqueline Moore, Eboni Howard, Harold Richman

CHILD is a program of the Ida B. Wells Family Preservation Project, an effort of the Woodlawn Organization (TWO). CHILD aims to provide families living in Chicago's Ida B. Wells and Madden Park public housing developments with a number of critical supports and, in doing so, to foster a greater sense of community among residents. CHILD has six interrelated components that work to meet multiple, overlapping needs of children, families, and communities. These six components are: case management, a drop-in center offering formal learning and informal social activities, child development programming, bus service to provide residents with transportation for a variety of purposes, job readiness opportunities and a computer learning center, and family assistance/interim residential living programming. The family assistance/interim living component is operated by the Maryville Academy and includes assessment and service referral activities. The Illinois Department of Children and Family Services provides TWO with the funds to support CHILD. Additional resources are provided by the Chicago Housing Authority.

Chapin Hall researchers conducted interviews, observed participants, and reviewed program records to determine how best to assess the development and status of each program component and of the project as a whole. Based on this analysis, Chapin Hall provided suggestions for an evaluation process. 1997.

Community Building in Partnership

Prudence Brown

Community Building in Partnership (CBP) is an effort, begun in 1990, to transform Baltimore's Sandtown-Winchester neighborhood through a partnership involving the Mayor's Office, the Enterprise Foundation, and neighborhood residents. In 1994, the Conservation Company assembled a team that included staff from Chapin Hall and from the Schaefer Center for Public Policy at the University of Baltimore to begin a multiyear evaluation of CBP. The evaluation's first-year objectives were to reconstruct, to the extent possible, the evolution of the initiative from 1990 to the present, to document ongoing objectives and operating assumptions, and to develop interim markers of progress. 1996.

Earlier Project

East Bay Funders Review

Sponsor: East Bay Funders
Staff: Prudence Brown, Mark Joseph
Year Completed: 1995

Information Resources and Tool Building

Comprehensive Community Initiative Measurement Information Project

Robert Goerge, Kristen Seith

The Aspen Institute's Roundtable on Comprehensive Community Initiatives for Children and Families is developing an interactive, computerized database to serve as an archive of indicators and other measures useful in the evaluation of comprehensive community initiatives (CCIs). As the developers envision the database, it will contain indicators previously used to collect community-level data on topics of interest, such as community building, economic development, education reform, neighborhood housing and physical conditions, security, and service reform.

Researchers, evaluators, and practitioners from several organizations are collaborating on the development effort. The initial activity is the development of a paper reviewing theories of change, either implicit or explicit, in the pursuit of service reform that will point to measures needed for evaluating CCI-related system reforms. Chapin Hall is conducting a literature review to identify community-level indicators and measures related to service reform, including both problem-oriented services (for example, mental health services or food pantries) and primary supports (such as after-school programs and community recreation centers). (See pp. 56-57 for other work with the Aspen Institute's Roundtable.) 1998.

Development of a Community Information Infrastructure

Ada Skyles, Jacqueline Moore, Bong Joo Lee, Robert Goerge, Robert Chaskin, John Dilts, Harold Richman, Michael Weir

A comprehensive approach to community building requires a great deal of information—information on the needs of the residents, on community and external resources available to meet those needs, and on the complex interrelations among various community concerns and institutions. Those who plan and manage community

initiatives often lack information critical to designing, implementing, and monitoring these efforts. Chapin Hall, with the support of the John D. and Catherine T. MacArthur Foundation, has embarked on an effort to empower community stakeholders to develop more informed strategic plans and evaluation processes for community-based initiatives through the use of "community information infrastructures."

An information infrastructure is designed to use both qualitative and quantitative methods to capture the dynamics of a community and to provide a comprehensive picture of a community's resources. The infrastructure may include data on the personal and social circumstances of neighborhood residents, the social relations among individuals and groups, the economic opportunities made available to residents, the physical neighborhood, and the values, beliefs, and perceptions held by individuals and groups that influence the community.

Sources of this information include Census data, existing administrative data from public and private agencies, and new data that may be collected by community residents and other community actors. Associated publication listed below, 1999.

Creation of a Community Information Infrastructure: Capturing the Breadth and Depth of Information Necessary for the Effective Planning, Implementation, and Evaluation of Comprehensive Community Change Efforts

Teresa Eckrich Sommer, Prudence Brown, Robert Chaskin, Robert Goerge, Harold Richman, Lesley Slavitt, Sudhir Venkatesh 1996

A Chapin Hall Working Paper

CB-07 $5.00

This paper discusses the rationales of and strategies for the development of a community information infrastructure. It describes an approach to conceptually "mapping" information about a community in such a way that a detailed, complete picture can be drawn of the circumstances, needs, opportunities, and dynamics of community life. Six interrelated spheres of activity are addressed: physical infrastructure, demography, services, economic organization, social organization, and culture. Data in these spheres are to be a resource developed with and for stakeholders in community-based initiatives taking a holistic approach to the neighborhood. The organization of this project and its data sources, both existing and potential, are reviewed by the authors as a framework for the data collection process.

Communal Isolation: Narrowing the Pathways to Goal Atttainment and Work

Gina Barclay-McLaughlin

How do we describe and understand the dynamic nature and interrelationship of the effects of poverty and the role it plays in declining community resources and supports? What is the tradition of communal supports and resources and how has it fostered the development of dreams and aspirations and work-related behaviors? How does neighborhood context affect the development of dreams and aspirations of young people and pathways for their attainment? What factors support or impede successful achievement and what are the contributions of neighborhood supports in goal attainment? How has the tradition of community interdependence changed over time? What are the consequences of communal isolation?

This project is exploring these questions through in-depth interviews with twenty-five individuals who have lived an average of twenty years in a public housing development. Interviews focus on respondents' earliest recollections of their dreams and goals, the supports they received within their community, and the decline of supportive resources available for their children. The study findings will be the basis of a chapter in a volume of essays on qualitative research on urban poverty edited by Sheldon Danziger and Ann Lin of the University of Michigan. The project is supported by the Annie E. Casey Foundation. 1998.

Dreams, Aspirations, and Goals: Pathways to Attainment

Gina Barclay-McLaughlin, David Seith

This exploratory study is designed to examine the dreams, aspirations, and goals of low-income parents who participate in two Chicago job training programs. The study is exploring the pathways participants might travel to attain their goals and the factors that support or inhibit that attainment, work preparation, and success in employment.

Through interviews with the job-training participants, the research will provide an increased understanding of the contexts (family, community, school) that contribute to successful goal attainment and work outcomes. It will examine the impact of social inequity on the realization of the goals held by the intended beneficiaries of poverty-alleviation programs. The expectation is that findings will shed light on processes and mechanisms associated with work and work-related behaviors and thus inform the

development of welfare reform policies and program strategies that promote long-term employment and positive adult and parenting outcomes.

This qualitative study involves twenty in-depth interviews and three or four focus groups with informants drawn from participants in two comprehensive, family-oriented job training programs. One program serves adolescents, young adults, and young couples who share responsibility for parenting. Participants range in age from 17 to 24 years. The second program serves noncustodial fathers who seek to provide their children with emotional, social, and financial support. This project is sponsored by the W. K. Kellogg Foundation. 1998.

HandsNet Comprehensive Strategies Forum

Rebecca Stone, Sylvan Robb

As an increasing number of communities employ comprehensive, community-building strategies, the need for information on planning, implementing, managing, monitoring, and evaluating these approaches grows. To address this need, Chapin Hall, through a contract with HandsNet, Inc., developed a computer-based, information-sharing forum called Comprehensive Strategies for Children, Youth, and Families. HandsNet is a computer network with a national membership devoted to enhancing information exchange and collaboration among organizations and professionals working in the social welfare and human services fields.

The Comprehensive Strategies forum has informed numerous community-building efforts and served as a unique resource in an information-weak field. As manager of the forum, Chapin Hall helped to define a dynamic and increasingly important field of research and practice that bridges the worlds of child and family services and community development. In anticipation of changes at HandsNet, which has developed a Web browser to replace its bulletin board service, Chapin Hall compiled the holdings of the Comprehensive Strategies forum. This compilation will be published on a new Website in late 1998. Leadership of the Comprehensive Initiatives Website will pass to the Aspen Institute's Roundtable on Comprehensive Community Initiatives for Children and Families. Chapin Hall is acting as an advisor during the transition. 1998.

SCHOOLS' CONNECTIONS WITH CHILDREN'S SERVICES, PRIMARY SUPPORTS, AND COMMUNITIES

Schools today are a central element in numerous and widely varied efforts to marshal the resources of many sectors of society to support the educational achievement and social development of children and to address the problems that impede children's achievement and development. This policy thrust, to intensify the focus of resources of many sectors on the needs of children, arises from many sources. These include the need to respond to the substantial challenges posed to today's children by poverty, community and domestic violence, and other adverse circumstances; the desire to help children attain the high level of intellectual and interpersonal competencies demanded by the global, information-based economy; and new thinking about the role of schools in strengthening communities and community institutions.

The strategies being employed to bring together resources to benefit school-aged children and their families include a number of changes in the ways in which the responsibilities for the education and well-being of children are distributed among the institutions of the society. Prominent among such strategies are alliances among schools and other organizations. Under such names as full-service schools, community schools, or school-business partnerships, these connections are being organized to bring services to schools for the benefit of students, student families, or communities; they are taking students to businesses, universities, or other places and employing these institutions and their facilities to support learning; they are seeking to make school activities more interactive or locally responsive; and they are creating new and expanded uses for the school physical plant itself.

Chapin Hall's interest in understanding the ways in which responsibility for children's education and development is distributed among schools and other institutions, and how that responsibility might be better distributed, led to the establishment of a research program focused on schools' connections with children's services, primary supports, and communities. Chapin Hall explores schools' connections with other organizations in a suite of projects described in the section that follows. The project Furthering Education: The Relationship of Schools and Other Institutions, supported by the Spencer Foundation, is identifying the existing connections among schools and organizations that offer educational or problem-ameliorating opportunities, defining those connections, and suggesting alterations to existing approaches or new policy approaches. This work grew from an earlier planning initiative, also supported by the Spencer Foundation, that developed a research agenda to support policy planning and implementation on school-community alliances.

Closely related to Furthering Education is the School-Community Mapping project supported by the Charles Stewart Mott Foundation. This examination of formal, funded alliances between schools and other institutions was conducted in collaboration with the Institute for Educational Leadership, the National Center for Community Education, and the Center for Youth Development and Policy Research. Chapin Hall researchers participated in the conduct of twenty case studies of models of school-community cooperation, many nationally known, across the United States. The work is detailed in the report "Learning Together: A Look at Twenty School-Community Initiatives," described in the body of this section.

These projects of national scope are complemented by new empirical research on particular schools or school clusters and their alliances in Chicago. Three new projects underway look at different models of school-community relationships: the first examines a large, multischool network and the role of its longtime broker and funder; the second looks at the work of an intermediary organization that helps broker resources while working to increase the ability of schools to forge and sustain alliances on their own; the third looks at a new school that will, from its first day, be rooted in a web of connections.

In the first of these, Chapin Hall researchers are documenting the history of the long-established West Humboldt Park Education Network, which links Chicago's Rezin Orr Community Academy High School and its feeder schools with resources within and beyond the community for a variety of educational and social purposes. The researchers will also make suggestions about the Network's future. This work is being done under the sponsorship of the network's funder and resource broker, the Bank of America, which is the successor institution to the network's longtime local partner, Continental Illinois Bank.

In the second of these projects, Chapin Hall is documenting, as a prelude to an evaluation, the intermediary role of another broker, Chicago Communities in Schools (CCIS). CCIS, the local arm of a national organization, does not fund school-community alliances, but links community resources with schools while working to build the capacities of schools and organizations to initiate and sustain such alliances themselves.

For the third of these projects, researchers will document the efforts of the University of Chicago Center for School Improvement (CSI) as it develops a charter school in the North Kenwood/Oakland neighborhood of Chicago. CSI will root this school in its existing network of schools and will create an array of school-community partnerships to support the school and its students.

This section also includes a New York project that is evaluating a collaboration designed to achieve systemic educational reform by helping to build a knowledgeable citizen constituency capable of being an effective voice in school policy decisions. It concludes with the description of a publication that analyzed and challenged the tendency to make schools the base for integrated services at a time when that trend was just emerging.

Development of Research on Schools and Other Settings for Learning and Development

Joan Wynn, Harold Richman

Today's children need to develop a complex mix of capacities if they are to participate effectively in a rapidly changing world and a global information economy. At the same time, these children are facing challenges that can impede learning, including changes in families and, for many, poverty and the problems associated with it. Policy concerning schools now focuses not only on children's education but also, in many respects, on reducing barriers to learning. This policy also now focuses increasingly on alliances among schools and other services and supports for children and families. Chapin Hall resesarchers recently completed development of a policy research agenda that will explore the relationships among schools and other institutions—including families, services, businesses, and communities—with the capacity to foster children's learning and development. The agenda focuses on policy approaches that acknowledge and extend the complementarity of what schools and other institutions contribute to the education and development of young people. This work was supported by the Spencer Foundation, 1997.

Furthering Education: The Relationship of Schools and Other Institutions

Joan Wynn, Stephen Meyer, Katherine Richards-Schuster

Both to further children's education and to address their problems, schools are more frequently working with other institutions. Although these connections between schools and others involved in supporting children's learning and development—families, primary supports, human services, businesses, and communities—are an increasing focus of policy interest and action, little is known about the range and nature of the connections, many of which place schools at the center of the interactions. Following a one-year planning period, Chapin Hall has received a two-year grant from the Spencer Foundation to identify existing connections among schools and other institutions that offer educational opportunities or address educational obstacles facing students, to analyze the defining characteristics of these connections, and to identify the dynamic tensions and tradeoffs associated with their development and what they are able to achieve. Based on this work, Chapin Hall researchers will assess policy options for effectively balancing the distribution of social responsibility for the learning and development of children across schools and other institutions. 1998.

School-Community Mapping Project

Joan Wynn, Stephen Meyer, Katherine Richards-Schuster

Schools have long been entrusted, to a large degree, with preparing young people for their future roles in society. In recent years, however, there has been a growing awareness that an active, engaged community, including parents, churches, service providers, community-based agencies, and local governments, plays a vital role in supporting the schools' missions and maximizing young people's opportunities for learning, growth, and development. School-community initiatives, efforts dedicated to creating and sustaining relationships between schools and community organizations, have grown exponentially in response to the increasing emphasis on the importance of such relationships. Despite such rapid growth, however, stakeholders, including funders, policy makers, and practitioners, find that their efforts to sustain, strengthen, and disseminate the work of school-community initiatives have been slowed by their lack of information about the field.

In response to this need for information, the School-Community Mapping Project was created to outline the school-community initiative terrain and to describe the field's features. Chapin Hall is a part of this joint effort to provide an overview of the broad range of initiatives, in partnership with the Institute for Educational Leadership, the National Center for Community Education, and the Center for Youth Development and Policy Research. The project is funded by the Charles Stewart Mott Foundation. Associated publication listed below. 1998.

Learning Together: A Look at Twenty School-Community Initiatives (plus a separately bound Executive Summary)

Atelia Melaville, forthcoming
Published by the Charles Stewart Mott Foundation

This report analyzes and describes the field of school-community initiatives, reporting both major themes and detailed information on specific aspects of the twenty initiatives studied. The author identifies a set of related principles on which she sees the field of school-community initiatives converging; these principles encompass opportunities for students, community engagement and decision making, and social and economic well-being. The study was conducted by the Institute for Educational Leadership and the National Center for Community Education in association with the Center for Youth Development and Policy Research and Chapin Hall

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The North Kenwood/Oakland Charter School

Joan Wynn, Katarzyna Kubzdela

The Center for School Improvement (CSI) at the University of Chicago is a research and development organization established to support school improvement efforts in the Chicago Public Schools. CSI works almost exclusively in low-income communities where student achievement is significantly below national norms. In their network of seven schools, CSI leads an intensive effort to improve student literacy, which is supported by an integrated program of social services and local leadership development. CSI strives to bridge the gaps between schools, the families they serve, and the communities in which they are located. To accomplish this, CSI creates and coordinates specialized support and social development programs that bring together members of the three key groups to ensure that all facets of a child's development are appropriately addressed.

In the fall of 1998, CSI will open the North Kenwood/Oakland Charter School, which will operate as the hub of CSI's school network. By opening this new school, CSI hopes to provide a model of exemplary academic and organizational practice for other schools and a high-standard educational facility with an integrated community learning center offering services, supports, and enrichment opportunities. These resources will be available year-round for charter school students and families from North Kenwood/Oakland and from elsewhere in Chicago, as well as for other children and families in the North Kenwood/Oakland community. The learning center will be open before and after school, in the evenings, on weekends, and during the summer. Its goal is to provide a wide range of programs that directly or indirectly facilitate student learning and development.

Chapin Hall will document the planning and development of the partnerships CSI will form with community institutions to accomplish its goals. Chapin Hall may also help develop, facilitate, and document the prototype of a stakeholder-driven research process designed to meet three goals: identifying what interests and needs students, parents, teachers, and other school personnel see as important to furthering education; mapping the organizational resources in and around the school that address these interests and needs; and developing strategies that bring the school and the resources around it together to meet these priorities. This research will consist of surveys followed by a dialogue between and among students, parents, teachers, and other community members. This project will allow Chapin Hall to bring to the table its expertise on relationships between schools and other partners as well as to observe accomplished educators and researchers putting their experience into practice in developing a school and its connections with surrounding community resources. Sponsored by the Benton Education Fund, 1999.

Chicago Communities in Schools

Joan Wynn, Rita Sussman, Stephen Mercer, Tamara Perry

One example of schools and community institutions working to improve access to and use of community resources can be found in Chicago Communities in Schools (CCIS). CCIS, the local affiliate of a national organization, is dedicated to brokering services for students and their families by repositioning existing community resources—including health and human services, tutoring, recreation and enrichment, and employment services—into schools. Unlike many Communities in Schools initiatives, CCIS provides no funding to schools or outside organizations to promote relationships between them, delivers no services directly, and requires that a school staff member serve as a site coordinator responsible for managing the relationship with external organizations working in the school. Together these strategies promote two central and related CCIS goals: CCIS aims to build the capacity of schools to independently initiate and sustain relationships with outside organizations, and to enhance the capacity of these organizations to work effectively with schools.

Chapin Hall Center for Children will work with CCIS in the first year of a planned three-year documentation and evaluation. Chapin Hall will document CCIS's role as an intermediary in brokering the relocation of resources into schools, in assisting in the coordination of these resources in schools, and in transferring these brokering and coordination competencies to schools and provider organizations. Drawing on interviews with CCIS, school

and provider organization staff observation, and records review, the documentation will describe CCIS's role and illuminate CCIS impacts on individuals—teachers, students, and parents—on schools and providers organizations, and on others. The documentation report will also describe CCIS's approach to facilitating the relocation and integration of school-based services for children and families and will include a design for an outcome evaluation of CCIS operations and impacts. 1999.

The West Humboldt Park Education Network: Documenting its Origins, Aims, and Achievements

Joan Wynn, Carla Richards, Katarzyna Kubzdela

The West Humboldt Park Education Network, founded in 1989 in a partnership with Bank of America (formerly Continental Illinois Bank), is a community-based network of schools. Its goals have been to provide both structure and process for ongoing school-community interaction and to reduce school isolation by fostering connections among a group of schools including a high school and twelve elementary schools. Its members, Orr High School and its feeder elementary schools, have worked together as well as with partners from the education, social service, and corporate spheres to develop school capacity to improve students' educational achievement and social development, and to strengthen the capacity of families and the community to support their children. Through a number of community-based partners, the Network has also focused on a related housing and community development agenda.

Bank of America, which acts as a funder, resource broker, and working partner to the Network, has engaged Chapin Hall to conduct a nine-month documentation of the Network's development. Chapin Hall is reviewing Network and Bank of America records, interviewing Network partners, attending Network meetings, and employing available quantitative data, such as Census and school information, to describe the origins, achievements, challenges, and future evolution of the Network and its participants. 1998.

School Resources Project

Joan Wynn, William Mollard, Samuel Whalen, Eboni Howard

As part of a larger community-building initiative in the Chicago neighborhoods of Woodlawn, North Kenwood-Oakland, and Hyde Park, the Fund for Community Redevelopment and Revitalization asked Chapin Hall to document current resources and priority concerns among public schools in the three communities. The goal of the project was to inform planning for a collaborative initiative among local schools and community institutions. Through interviews with school principals at twenty-four public schools (three high schools and twenty-one feeder elementary schools), Chapin Hall researchers documented school classification and structure, academic curricula, extracurricular and extended-day activities, school events, facilities, support services, approaches to staff development, existing partnerships among schools and between schools and community organizations, and other resources outside the schools. (See p. 62 for another project involving the Fund for Community Redevelopment and Revitalization.) 1995.

Donor's Education Collaborative

Prudence Brown, Janice Hirota, Robin Jacobitz

The Donor's Education Collaborative (DEC) was formed in 1995 as a five-year collaboration among eighteen private and corporate New York City-based funders to improve public education in the city. DEC aims to achieve systemic reform by helping to build a knowledgeable citizen constituency capable of being an effective voice in the policy decisions affecting the quality of public school education. Chapin Hall documented the planning process and is in the third year of a five-year evaluation of DEC's implementation.

Four collaborative projects are participating in the DEC initiative. Two of these are organizing parents to advocate for policy change: the Parents Organizing Consortium (a partnership of eight grassroots parent groups citywide) and a collaboration between the Industrial Areas Foundation and the Public Education Association. A third project, spearheaded by the Campaign for Fiscal Equity, is engaging a broad spectrum of education stakeholders to create a mandate for school finance reform. The final project, a collaboration between the New York Immigration Coalition and Advocates for Children, aims to recast the way city schools serve immigrant families. 1999.

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Other Publication

Concerns About School-Linked Services: Institution-Based Versus Community-Based Models

Robert Chaskin, Harold Richman 1992

Published in *The Future of Children*, vol. 2, no. 1, Spring 1992. Reprinted in *Education and Urban Society*, vol. 25, No. 2, February 1993.

Concern about the fragmented nature of social service provision has led to the elevation of schools as possibly the best central locus for service delivery that has the potential to reach all children. The authors raise a number of concerns about this trend toward making schools the primary link to services. Choices about locating services in schools are often based on funding; the authors raise other issues that also need to be taken into account. For example, schools, already challenged by their increasingly complex educational mission, may be ill-equipped to provide other services as well. In addition, schools are often the last place troubled families (who often associate school with failure) will seek help. Moreover, as dropout rates attest, schools have difficulty reaching all children.

With support from the David and Lucille Packard Foundation, the authors explored an alternative to school-based services: a model of community-based service provision already in operation in a few communities. This model incorporates and links a variety of social services and provides various points of entry into the system. Linking services within the community may also give the community greater ownership of and influence over the services.

The Future of Children is published by the Center for the Future of Children

300 Second Street, Suite 102

Los Altos, CA 94022

http://www.futureofchildren.org

Education and Urban Society is published by Sage Publications

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INTERNATIONAL PROJECTS

A hopeful sign in the evolution of political thought throughout the world has been the increasing recognition that children are important both in and of themselves and because they will eventually become the citizens and citizen-leaders of the world's peoples and nations. This recognition brings with it the understanding that children's policy is an important component of a nation's long-term development. And sound research on the conditions of children's lives and on the functioning of health, social service, and other systems that support children and families is necessary to create effective children's policies.

While each nation that commits to children's policy research does so in the context of its own culture and history, there are many points at which nations' concerns about children, and the research methods useful in understanding those concerns, converge. It is at these points of convergence that Chapin Hall's international work begins. Chapin Hall engages in a number of international collaborations employing a principle that animates our domestic work: sound research and innovative thinking can promote responsible decision making to improve a society's response to its children.

One goal of our international work is to help build the capacity of the child policy research community worldwide. We are assisting newly formed policy research centers in the Middle Eastern nations of Jordan and Israel to develop their research agendas and strategies and to assess their research infrastructure requirements. Doing this work, we learn and gain as much as we teach and give. In understanding the practices and experiences of our international colleagues, we increase our own knowledge of the challenges that face all children in growing up to be healthy, happy, productive citizens.

The autumn of 1997 saw the beginning of Chapin Hall's International Fellows program. The program brings qualified researchers from around the world to Chapin Hall for periods of two to twelve months to share expertise and promote cross-cultural research perspectives.

Chapin Hall is also part of an international research consortium composed of representatives of twenty nations working to measure the status of children throughout the world. This effort focuses on the development of cross-national indicators of child well-being.

Center for Children and Youth in Israel

Harold Richman, Robert Chaskin, Chapin Hall Staff

Chapin Hall is assisting in the establishment of a new children's policy research center in Israel, working with the JDC-Brookdale Institute in Jerusalem. The mission of the new center is to enhance the well-being of all children in Israel and the ability of families and the state to meet the needs of children and youth. The Center aims to develop and apply the knowledge necessary to ensure young people's optimal development, their realization of opportunities, and their capacity to contribute to society. The new Center, which works closely with the Israeli government and municipalities, is emphasizing study of the needs of children at risk of not achieving their potential or not integrating into Israeli society. Israeli-Arab children are of special interest to the Center. Ongoing.

Center for Children in Jordan

Harold Richman, Ali Abunimah, Robert Chaskin, Chapin Hall Staff

At the decree of His Majesty King Hussein of Jordan, a National Task Force for Children (NTFC) was established in 1996, following Jordan's commitment to the International Convention on the Rights of the Child and the Arab Charter on the Rights of the Child. Chapin Hall is assisting in the development of a research wing of the NTFC, the Research and Database Unit (RDU). The RDU is committed to gathering data on the status of children in Jordan and undertaking research on Jordanian policies and programs affecting children and families. In early 1997, the RDU of the NTFC began operating in earnest, with a core research staff operating under a director. That spring, the RDU began its first substantive research, focusing on child labor, in cooperation with the International Labor Organization, and in collaboration with the Ministry of Labor and the Ministry of Social Development. The report from that study has been released and its findings widely disseminated. The RDU has received funding from UNICEF and several private donors in the Middle East. Ongoing.

International Fellows Program

Rebecca Stone, Rachel Stevens, Chapin Hall Staff

In 1997, Chapin Hall launched its International Fellowships in Children's Policy Research to bring qualified individuals from various countries, including the United States, to share expertise and gain cross-cultural perspective about the conduct of policy research pertaining to the well-being of children, and to cultivate an international network of children's policy researchers. While at Chapin Hall, Fellows pursue their own projects or participate in current Chapin Hall research. Fellowship stays range from two to twelve months. Chapin Hall welcomed its first Fellows in the autumn of 1997, and anticipates hosting a steady stream of Fellows in the coming year. Applications are reviewed on a rolling basis. Guidelines and applications are available from Chapin Hall, 1999.

Monitoring the Well-Being of Children Internationally

Robert Goerge, Bong Joo Lee

Chapin Hall is among the U.S. cosponsors of an international group developing cross-national indicators of child well-being for informing international child policy making and planning. Currently composed of representatives of twenty nations, the group has met in two working sessions, in Jerusalem in 1996 and Compobasso, Italy in 1997.

Before the Compobasso conference, working groups focused on six topics: census and survey data, primary research, administrative data, children's rights, policy perspectives, and childhood as a stage in itself. In addition to focusing on the substance of these topics, participants explored how the topics related to five domains of children's lives: social connectedness, civil life skills, personal life skills, safety and physical status, and children's activities. Chapin Hall led the working group on using administrative data for research and policy and sent two representatives to the Compobasso conference.

At Compobasso, the working group reports fueled discussion on the five domains, on other, nondomain indicators, and on the policy relevance of the effort. Before adjourning, delegates agreed to a process for selecting new indicators and established criteria governing their selection. Working groups will make preliminary selections; indicator selection will be finalized at a conference in the United States in 1998.

Organizations involved in this effort include the Center for Research and Public Education in Israel, Childwatch International, the European Center for Social Welfare, the Institute for Families in Society, the International Youth Foundation, the Israel Center for Children and Youth, and the U.S. National Academy of Arts and Sciences. Associated publication listed below, 2001.

The Use of Administrative Data in Measuring the State of Children

Robert Goerge 1997

Published in *Monitoring and Measuring the State of Children: Beyond Survival,* Eurosocial Report No. 62, Asher Ben-Arieh and Helmut Wintersberger, editors.

Administrative data on children – that is, data that are collected by an organization in support of its function and stored within that organization's information system—are becoming increasingly available as organizations that serve children and families gain access to computer technology. The growth of available information has potential to inform the development of more effective social policy and programming, but this goal can be realized only if better methods of data manipulation and analysis are developed. While much information is available, little of it can address the specific needs of policy makers, researchers, and direct service providers. This paper discusses the use of administrative data for describing the state of children, and addresses the technical, political, and organizational issues that are often a source of problems in attempts to use administrative data. The author offers suggestions for improving available administrative data on children.

Published by the European Centre for Social Policy Research.
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European Centre for Social Welfare Policy and Research
Berggasse 17
A-1090 Wien
Austria
E-mail: stamatiou@euro.centre.org

The Use of Census and Surveys: Implications for Developing Childhood Social Indicator Models

Bong Joo Lee 1997

Published in *Monitoring and Measuring the State of Children: Beyond Survival,* Eurosocial Report No. 62, Asher Ben-Arieh and Helmut Wintersberger, editors.

Many recent efforts to use statistical descriptions to monitor the well-being of children, including the various "State of the Child" reports that have been produced at state and national levels, have relied on data from the U.S. Census and other nationally representative sample surveys (such as Current Population Surveys). A wide array of indicators has been constructed from this data, but most are simple statistical descriptions of children at an aggregate level, with limited utility for monitoring children's well-being and measuring the effects of social policy. The author suggests hierarchical models, which take into account an individual's behavior within his or her social environment, as a more effective way to conduct quantitative examinations of children's lives using social indicators.

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SPECIAL PROJECTS AND CONSULTATIONS

The projects detailed in this section sometimes involve Chapin Hall in subjects or activities outside, or cutting across, the Center's mainstream research agenda. These include collaborations and consultations with other institutions, such as the Northwestern University/University of Chicago Joint Center on Poverty, the Illinois Governor's Task Force on Human Services Reform, the U.S. Department of Health and Human Services, and a number of foundations.

In connection with the Joint Center, Chapin Hall has been involved with the Advisory Panel on the Research Uses of Administrative Data. The Panel has examined issues surrounding the employment of states' administrative data in evaluations and other research. Two individuals linked to Chapin Hall served on the Panel: the chairman of Chapin Hall's board was a Panel member, and a Chapin Hall Associate Director both served on the Panel and was a coeditor of the Panel's 1998 final report. In its work with the Governor's Task Force, Chapin Hall helped support the assessment of welfare reform's impacts on Illinois children and their families. At the federal level, HHS designated Chapin Hall one of three federal child welfare research centers nationwide for the years 1990-95 under a grant that involved collaboration with HHS and the other two designated centers. In the philanthropic sector, Chapin Hall has provided assessments and consultation on a number of issues including grantmaking for children and women, the provision of services for the homeless, and the development of a poverty program.

Chapin Hall becomes involved in such projects because of a belief that the wide-ranging expertise of Chapin Hall's interdisciplinary staff should be employed to make contributions in all areas in which such expertise is valuable and in those circumstances in which it is practical for Center staff to participate. These Special Projects can, in turn, provide Chapin Hall with useful new perspectives from which to view issues in children's policy and can help connect Chapin Hall with organizations outside the usual scope of our professional networks.

One of the Special Projects described in this section is the Scholl Fellows Program in Children's Policy Research. The Scholl Fellows Program has, for nearly a decade, worked to sustain the lifeblood of new research—new researchers. Supported by the Dr. Scholl Foundation of Chicago, the goal of the Fellows Program is to promote leadership in child and family policy by supporting talented graduate students who work at Chapin Hall while pursuing their studies. The graduate students have the opportunity to work in a policy research environment that is rigorously cross-disciplinary and determinedly innovative, an environment that can help students sharpen their skills and help them make personal research and career choices.

The Fellows Program offers benefits not only to the Fellows and the field of children's policy, but also to Chapin Hall. Chapin Hall research projects and the intellectual life of the Center benefit from the talent and perspectives of the Fellows.

The Scholl Fellows have completed an impressive body of work over the program's history. In this edition of Projects and Publications, nearly twenty publications count current and former Fellows as authors or coauthors. Although not all of this writing was done during their tenure as Fellows, it nevertheless indicates these individuals' engagement at a very high level in the work of the Center and testifies to the intellectual capabilities of those chosen as Scholl Fellows.

Past fellows are now making careers or continuing their education in a variety of fields, including public policy, social work, economics, university teaching, law, elementary education, and private philanthropy. Some former Fellows have made careers at Chapin Hall and serve on project teams in all of our major research areas.

In January, two graduate students were selected as the 1998 Fellows. One is a master's candidate in social work at the University of Chicago School of Social Service Administration. Among this Fellow's research at Chapin Hall is a project focused on management challenges to small primary supports organizations. The second Fellow is a graduate student in the University of Chicago's Department of Education. This Fellow's academic interest in the alliances between schools and other entities is complemented by responsibilities in Chapin Hall's Schools' Connections and Community Building Working Groups.

These and other projects and publications are described in the section that follows.

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Joint Center on Poverty Research

Robert Goerge, Bong Joo Lee

Researchers at the Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago and the Institute for Policy Research at Northwestern University have established the Joint Center for Poverty Research under a grant from the Office of the Assistant Secretary for Planning and Evaluation at the U.S. Department of Health and Human Services. The Joint Center focuses on the causes of poverty in the United States and evaluates programs designed to alleviate poverty, particularly state-level welfare reforms. The Joint Center is also examining changing labor markets, family functioning, school-age pregnancy, and the effects of welfare reform on children. Chapin Hall is participating in the work of the Joint Center through an exploration of the potential for using administrative data in the Joint Center's poverty research. (Chapin Hall's work with administrative data is described in the Children's Services section of this guide.)

In the Joint Center's first year, an advisory committee focused on the collection and use of administrative data from state-level agencies that provide services to children and families. This committee gauged the level of support among state-level administrators for the development of an archive of this data and evaluated state agencies' administrative data structures. Among those serving on the Advisory Panel are Chapin Hall Research Fellow and Associate Director Robert Goerge and Chapin Hall Board President Norman Bradburn. A report summarizes the committee's research findings. Associated publication listed below. 2001.

Administrative Data for Policy-Relevant Research Assessment of Current Utility and Recommendations for Development, A Report of the Advisory Panel on Research Users of Administrative Data of the Northwestern University University of Chicago Joint Center for Poverty Research

V. Joseph Hotz, Robert Goerge, Julie Balzekas, Frances Margolin, editors, 1998

This report of the Advisory Panel on the Research Uses of Administrative Data describes the key practical and political considerations of transforming the administrative data collected by state and local government poverty alleviation programs into databases for research uses; identifies the strengths and weaknesses of administrative data, relative to that gathered in national surveys, for use in descriptive and evaluative research and in accountability-based monitoring of program performance; describes examples from several states of efforts to develop capacity to use administrative data for program and policy evaluations; and makes initial recommendations that will improve the quality and usefulness of administrative data for policy makers and program administrators.

The panel examined state efforts to develop administrative record databases and looked at how the states used those databases to monitor and evaluate programs. The panel also interviewed experts in the production and use of administrative data. The report synthesizes their findings and recommends ways that policy makers, administrators, researchers, foundations, and others can better develop administrative data for monitoring and evaluating the implemented welfare reforms.

Published by the Joint Center for Poverty Research
Northwestern University Institute for Policy Research
2046 Sheridan Road
Evanston, Illinois 60208
Phone: 847/491-4145
Fax: 847/467-2459
The report is available on the Joint Center Website:
http://www.jcpr.org

Governor's Task Force on Human Services Reform

Robert Goerge, Bong Joo Lee, Mairead Reidy

The goal of the Governor's Task Force on Human Services Reform was to improve service delivery in Illinois by reorganizing the human services system and by building partnerships between state government and communities. Communities are thought to be in the best position to identify how to effectively serve the children and families who are human services consumers. Five Illinois communities were chosen as pilot sites. Each of these communities established a federation composed of community volunteers to identify the pressing concerns of the community and to explore the best uses of state resources.

Between July 1996 and June 1997, Chapin Hall researchers participated on an Evaluation and Research Activities team, with staff of the Governor's Task Force and IOTA, Inc., which developed an agenda for addressing the data and information needs of the state and the community federations. During this planning period, researchers focused on the potential and scope of work for pursuing three areas of evaluation and research: patterns of multiple service use among children and families; comparison of the costs of implementing an integrated family support human service delivery system in the pilot communities to the costs of the current traditional structure; and assessment of the outcomes of community fed-

eration projects. Chapin Hall staff also conducted other planning-phase projects for the Governor's Task Force.

The direction of Chapin Hall's work with the Governor's Task Force was greatly influenced by the backdrop of human services reform in Illinois. On July 1, 1997, a new law that merges most of Illinois's human services functions into a new Department of Human Services (DHS) became effective. DHS's mission is "to assist Illinois residents to achieve self-sufficiency, independence, and health to the maximum extent possible by providing integrated family oriented services, promoting prevention, and establishing measurable outcomes, in partnership with community." To achieve this mission, the state needed a clear understanding of how services were being delivered to individuals and families across agencies and programs. Chapin Hall researchers worked in partnership with policy and program staff at all seven state human service agencies to examine the prevalence and patterns of service use in Illinois across approximately thirty-six programs.

Chapin Hall is currently providing information and analyses to the Department of Human Services to support planning for and implementation of welfare-to-work initiatives. This work has centered around the development of a client stratification analysis for use in the development of a welfare-to-work performance management system. In addition, Chapin Hall has provided technical assistance to the welfare-to-work outcomes and management team at DHS as they develop and conduct surveys to determine the effects of welfare reform on families. This work is supported by the Annie E. Casey Foundation. Ongoing.

Scholl Fellows Program in Children's Policy Research

Chapin Hall Staff

Since 1989, the Dr. Scholl Foundation has promoted the career development of talented young researchers by supporting fellowships for meritorious graduate students who have demonstrated an interest in issues involving children and families and who work at Chapin Hall during their graduate studies. The goal of the program is to develop informed and dedicated leadership in the field of child and family welfare by fostering the development of talented young people who have an interest in child and family policy and who are in the process of shaping their own futures. Each year, two to four fellows engage in research on some of today's most pressing children's issues under the guidance of experienced researchers at Chapin Hall. Ongoing.

National Child Welfare Research Center

Robert Goerge, Harold Richman, Susan Campbell

In 1990, Chapin Hall was designated one of three National Child Welfare Research Centers by the Administration on Children and Families of the U.S. Department of Health and Human Services (HHS). The award was in the form of a five-year grant under which Chapin Hall, in consultation with HHS, could undertake projects of its own design that would advance knowledge, inform policy, and improve practice in child welfare.

Under this grant, Chapin Hall undertook several activities. Researchers further developed the concept of administrative data—the data routinely collected by agencies for administrative purposes, which can be reformulated and analyzed to inform policy and management—and developed a program to train state government analysts in its use. They also explored specific issues in child welfare, such as adoption disruption and displacement, undertook a preliminary review of child welfare reform activity at the state level, and examined the basic constructs in service delivery, including in-home, out-of-home, and community-based care, and the principles driving the child welfare field, and recommended a new set of principles (see Society's Response to Abuse and Neglect, p. 16). Finally, Chapin Hall developed and administered a summer fellowship program that brought students from diverse fields, including medicine, child development, anthropology, law, public policy, and social work, into the Center and into children's policy placements in city, state, and private agencies to enhance the students' interest in children's policy and enrich their training. 1995.

Brach Leadership Grants

Harold Richman

Chapin Hall has long been committed to broadening and deepening understanding of the effect of policy on children and families and creating innovative approaches to service delivery. The Helen V. Brach Foundation has helped to support Chapin Hall in its efforts to provide leadership for the promotion of system reform through projects like the Children's Policy Project and its major publication, *Rethinking Child Welfare in Illinois* (p. 15). Most recently, the Brach Foundation supported preliminary efforts to assess the effect of welfare reform on children and continued efforts to create a system responsive to children's needs. 1996.

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History of Chapin Hall and Child Welfare from 1860 to 1984

Susan Campbell

To document the history of Chapin Hall as a home for children, and to examine the development of the child welfare system in Chicago as well as America's changing attitudes toward child welfare, Kenneth Cmiel, a professor of American history at the University of Iowa, researched the history of Chapin Hall's period as a residential care facility. He focused first on Chapin Hall but also, through Chapin Hall's development, progress, and problems, on the broader field of child welfare over 125 years. The resulting book, *A Home of Another Kind: One Chicago Orphanage and the Tangle of Child Welfare*, has earned high marks from critics. Research for the book was supported by a grant from Charles C. Haffner III, Clarissa H. Chandler, Frances H. Coburn, and Phoebe H. Andrew in memory of their mother, Clarissa Donnelley Haffner, a longtime member of the Chapin Hall Women's Board and an important institutional leader in the 1930s and 1940s. Associated publication listed below: 1995.

A Home of Another Kind: One Chicago Orphanage and the Tangle of Child Welfare

Kenneth Cmiel 1995

Chapin Hall's dedication to children began in 1860 when it opened its doors as the Chicago Nursery and Half-Orphan Asylum, a home for children of single parents who were temporarily unable to care for them. The Asylum, which later became known as Chapin Hall, changed dramatically over the next 125 years as it tried to respond to changing policies, priorities, regulations, and theories of child welfare. In 1984, the board of Chapin Hall decided to redirect its energies and resources to establish a children's policy research center and created the Chapin Hall Center for Children at the University of Chicago. The new center's mission was—and continues to be—to provide the knowledge, analyses, and ideas necessary to improve the lives of all children, with a special emphasis on those in the child welfare system.

Published by the University of Chicago Press
11030 Langley Avenue
Chicago, IL 60628
773/568-1550
$24.95

Chicago Foundation for Women

Prudence Brown

The Chicago Foundation for Women provides grants to programs specifically designed to support women and girls. In the fall of 1995, the foundation asked Kingslow Associates, with the assistance of Chapin Hall, to conduct a full-scale evaluation of its grantmaking process and to offer recommendations on ways to improve that process. The evaluation, which took place over the Foundation's fall grantmaking cycle, entailed extensive interviews with staff and grantees and reviews of relevant materials. This process concluded with a report to the Foundation in February, 1996.

Stone Foundation Grantee Evaluations

Prudence Brown

The W. Clement and Jessie V. Stone Foundation provides grants to organizations that address the problem of homelessness in the greater Chicago area. Chapin Hall was asked to assess the performance of two of the Foundation's grantees and, using these assessments, to stimulate a broader discussion of the role of evaluation in the Foundation's grantmaking. 1994.

The Mott Poverty Program

Prudence Brown, Harold Richman

The Charles Stewart Mott Foundation engaged two Chapin Hall researchers over a two-year period to help a Foundation team develop objectives, strategies, and an evaluation framework for the Foundation's new grantmaking initiative, the Poverty Program. 1995.

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Earlier Projects and Related Publications

Effects of Teen Motherhood on Children: A Family View

Sponsor: National Institute of Child Health and Human Development, National Opinion Research Center

Staff: P. Lindsay Chase-Lansdale

Year completed: 1992

Young African American Multigenerational Families in Poverty: Quality of Mothering and Grandmothering

P. Lindsay Chase-Lansdale, Jeanne Brooks-Gunn, Elise Zamsky 1991

A Working Paper published by the Center for the Study of Urban Inequality, Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago.

The authors examined parenting practices, with regard to problem solving and disciplinary styles, in ninety-nine young low-income African-American multigenerational families. They conducted in-home observations of grandmothers and young mothers interacting separately with three-year-old children. Studying the behavior of African-American families in harsh social contexts, the researchers considered the role of kin, shared childrearing between mothers and grandmothers, coresidence, and adolescent parenthood. They found no effect of mothers' age at first birth on parenting, and a negative impact from grandmothers' coresidence on both mothers' and grandmothers' parenting. Yet, in families with very young mothers, coresiding grandmothers showed higher quality of parenting than grandmothers who did not reside with the young family. Overall, however, the interaction between coresidence and mother's age at first birth indicated that multigenerational families in which there were older mothers who did not reside with grandmothers were most likely to provide positive parenting.

Young Mothers Living with Grandmothers and Living Apart: How Neighborhood and Household Contexts Relate to Multigenerational Coresidence in African American Families

Rachel Gordon, P. Lindsay Chase-Lansdale, Jennifer Matjasko, Jeanne Brooks-Gunn 1997

Published in *Applied Developmental Science*, vol. 1, no. 2, 1997

Although young mothers frequently share a household with their own mothers, the factors that encourage them to do so while others venture out on their own are little understood. This article explores how neighborhood and household context relate to multigenerational coresidence. The authors found that the living arrangements of young mothers are associated with resources and competition in the neighborhood and household context. When the grandmother resides in an extremely impoverished context, young adult mothers are less likely to coreside and tend to live in better surroundings themselves. Teenage mothers, however, tend to have greater dependence on the grandmother's coresidential support during the transition to parenthood. The authors discuss the implications of their findings for both policy and research.

Study of Commissions

Sponsor: Ford Foundation

Staff: Joan Wynn

Year Completed: 1991

Improving the Coordination of Grant Making and Leadership Activities for Children in Oregon

Sponsor: Oregon Community Foundation

Staff: Matthew Stagner, Harold Richman

Year Completed: 1991

Study of Children and Social Service

Sponsor: National Opinion Research Center

Staff: Mary Ann Hartnett

Year Completed: 1991

Effects of Maternal Employment on Child Development: Impacts of the NLS

Sponsor: William T. Grant Foundation

Staff: P. Lindsay Chase-Lansdale, Robert Michael

Year Completed: 1991

Marillac House: A Sustaining Presence on Chicago's West Side

Sponsor: Chicago Community Trust

Staff: Joan Costello

Year Completed: 1989

An Agency and Its Community: A Settlement House Looks to the Future on Chicago's West Side

Joan Costello 1991

CB-15 $5.00

In order to understand the capital needs of Marillac House, a prominent social service agency, this study reviewed and documented the agency's history, program commitments, and future needs at a time when the agency was considering expansion. The author also examined the community's point of view and explored how expansion might affect the community, and identified ways in which the development plan might stimulate other development efforts in the neighborhood.

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Creating a Forum for Children's Issues

Sponsor: Robert R. McCormick Tribune Foundation
Staff: Joan Costello
Year Completed: 1988

Foundation Leadership in Affecting Poverty

Sponsor: Ford Foundation
Staff: Harold Richman, Joan Wynn, Matthew Stagner
Year Completed: 1987

Norm Emergence in Population of Evolving Strategies

Sponsor: National Science Foundation
Staff: James S. Coleman
Year Completed: 1987

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Abuse and Neglect: Effects of Early Childbearing on Abuse and Neglect of Children
Robert Goerge, Bong Joo Lee. 1995
CS-40 $5.00

Expert Consulting Systems in Social Welfare
John Schuerman. 1987
CS-09 $5.00

Understanding Child Maltreatment Decisions and Those Who Make Them
Peter Rossi, John Schuerman, Stephen Budde. 1996
CS-41 $5.00

Community-Based Mental Health Services and State Hospital Reentry Among Illinois Youth: A Longitudinal Analysis
Thomas Pavkov, Robert Goerge, Bong Joo Lee. 1995
CS-39 $5.00

Rethinking Child Welfare Services in Illinois: A Summary of Findings from the Children's Policy Project
Matthew Stagner. 1993
CS-29 $10.00

Use of Multiple Human Services by Illinois Children and Families: The Use of Administrative Data for Research Purposes
Robert Goerge, Teresa Eckrich Sommer, Bong Joo Lee, Allison Gordley Harris. 1995
CS-32 $5.00

Problems and Prospects in Society's Response to Abuse and Neglect
John Schuerman, Julia Littell. 1995
CS-33 $10.00

Help-Seeking and the Use of Social Service Providers by Welfare Families in Chicago
Harold Richman, Matthew Stagner. 1986
CS-08 $5.00

The Use of Computerized Data in Child Welfare Case Management
Mary Ann Hartnett, Mark Testa. 1988
CS-13 $5.00

Child Abuse and Neglect Decision Making in Cook County
John Schuerman, Matthew Stagner, Penny Johnson, Edward Mullen. 1989
CS-16 $5.00

The Family, Welfare, and Homelessness
Peter Rossi. 1990
CS-23 $5.00

Social Services for Children: Recent Trends and Implications
Harold Richman, Matthew Stagner. 1986
CS-07 $5.00

Children in an Aging Society: Treasured Resource or Forgotten Minority?
Harold Richman, Matthew Stagner. 1986
CS-06 $5.00

Child Welfare in Sociological and Historical Perspective
Mark Testa. 1985
CS-05 $5.00

Timeliness and Delay in the Cook County Juvenile Court Child Protection Division
Sheila Merry, Clark Peters, Robert Goerge, Ruth Osuch, Maria Minor, Stephen Budde. 1997
CS-45 $8.00

Child Abuse and Neglect Proceedings in Illinois Jurisdictions Outside Cook County
Clark Peters, Sheila Merry. 1997
CS-46 $8.00

Judicial Review of Children in Substitute Care
Mary Ann Hartnett. 1991
CS-28 $5.00

Federal Fiscal Reform in Child Welfare Services
Fred Wulczyn. 1998
CS-50 $6.00

Setting Capitated Rates for Child Welfare Programs
Fred Wulczyn, Eileen Sheu. 1998
CS-47 $6.00

A Report from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1992
Robert Goerge, Fred Wulczyn, Allen Harden. 1994
CS-30 $10.00

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1993
Robert Goerge, Fred Wulczyn, Allen Harden. 1995
CS-34 $8.00 (Superseded by CS-48)

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1994
Fred Wulczyn, Allen Harden, Robert Goerge. 1997
CS-48 $8.00

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